

Application for Private Plan Change

Birchs Road, Prebbleton



CLIENT

Birchs Village Limited

ADDRESS

Birchs Road, Prebbleton

REFERENCE

7389

Report Information

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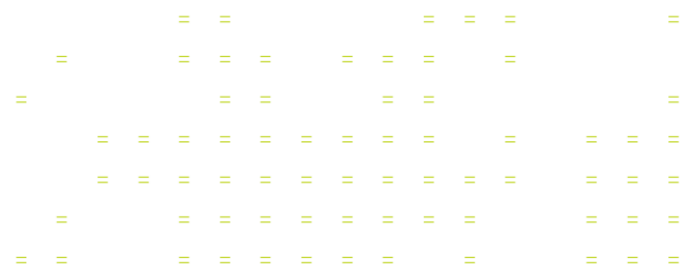
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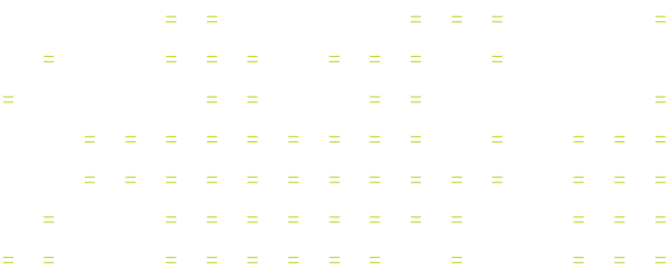
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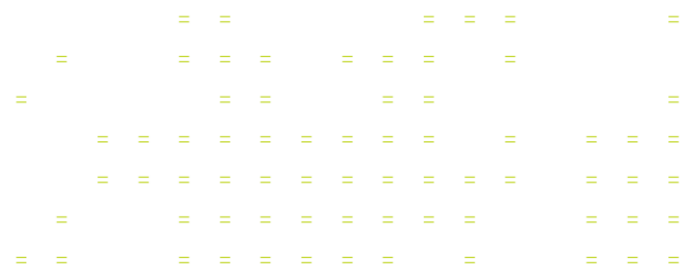
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1 Applicant and property details

Applicant:	Birchs Village Limited
Address for Service:	Baseline Group PO Box 8177, Riccarton, Christchurch, 8440
Site Address:	Birchs and Hamptons Road, Prebbleton
Legal Description:	Refer to Appendix 1
Records of Title:	Refer to Appendix 1
Land Owners:	Refer to Appendix 1
Site Area:	36.58 hectares
District Plan Zoning:	<i>Operative Selwyn District Plan</i> Inner Plains <i>Proposed Selwyn District Plan</i> General Rural Zone
Proposed Zoning:	This application seeks a privately initiated plan change under s72(1) of the Resource Management Act 1991 to rezone the application site from Inner Plains to a proposed new zone, Living Medium Density and Business 1 under the Operative Selwyn District Plan, and any other consequential or necessary changes to give effect to the change of land use.



2 Executive Summary

Under s73(2) of the Resource Management Act 1991, Birchs Village Limited (“the Applicant”) request a change to the Operative Selwyn District Plan (OSDP) to rezone 36.58 hectares (ha) of land in Prebbleton from Inner Plains to Living Medium Density (MD) Prebbleton and Business 1 (B1). A new Living MD zone is proposed to give effect to the requirements of the NPS-UD and the purpose of the Business 1 zone is to provide neighbourhood scale commercial use, given the proposed density and potential residential yield of the site. An Outline Development Plan (Appendix 2) is proposed for inclusion in the OSDP. The proposed Living MD Prebbleton Zone will require amendments throughout the Operative Selwyn District Plan and these are detailed in Appendix 3. No change to the Business 1 zone of the OSDP is sought.

There continues to be high demand for residential sections in Prebbleton. Selwyn District Council has recently updated their housing capacity assessment and a shortfall of approximately 10,000 houses is anticipated in the long term to 2050. An analysis of residential construction and land availability for Prebbleton and the Selwyn District is included in Appendix 4 of this application and concludes demand for residential sections in Prebbleton will continue.

The Plan Change seeks to insert an Outline Development Plan (ODP) to facilitate the future residential development of the site utilizing the provisions of the proposed Living MD Prebbleton and existing Business 1 zones. The Outline Development Plan identifies the commercial area, a central reserve connection, primary roads and non-vehicular access routes.

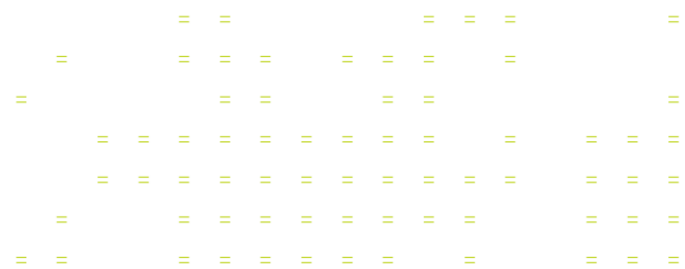
Under the proposed Living MD Prebbleton zone, the following scenarios have been assessed:

- **Enabled development:** an upper limit of approximately 856 residential allotments is enabled, based on a minimum net allotment size of 400 m². The proposed Living MD zone also enables up to three residential units per site (as a permitted activity), which if the application site were developed to the full potential of the zoning, could equate to approximately 2,568 residential units. These estimates, while enabled by the proposed zoning, are considered fanciful and highly unlikely to occur in the short, medium or even long term.
- **Realistic development:** a realistic yield of 527 allotments (each with one residential unit) which equates to an average allotment size of 650 m². It is feasible to consider there could be up to three residential units per site (as a permitted activity) which could equate to 1,581 residential units. The resultant density under the realistic scenario is between 15 and 46 households per hectare. A minimum net density of 15 households/hectare is proposed in the ODP.

The proposed Outline Development Plan includes requirements for supporting assessments for infrastructure (water and sewer) and transport networks at the time of subdivision (when consent will be required as a controlled activity), to ensure infrastructure is adequately provided for and upgraded, if required.

The inclusion of B1 zoning will enable neighbourhood scale commercial activities, including a pre-school and limited retail to establish on the northern Birchs Road frontage to meet the day to day needs of residents, without competing with the town centre.

The plan change is sought as the application site provides an appropriate location for residential expansion of Prebbleton, immediately adjacent to the existing urban boundary and new recreation reserve, on underutilized Inner Plains zoned land. The proposed plan change will allow for provision of future residential use and neighbourhood scale commercial use, in an area Council have invested in for an urban reserve, in an efficient and sustainable manner in accordance with an Outline Development Plan to ensure connectivity with existing development areas. An Urban Design Statement for the plan change is included in Appendix 5 and provides a summary of the key features and considerations of the site. A number of site investigations have been completed



in the preparation of this Plan Change application including an Integrated Transport Assessment (Appendix 6), a Servicing Report (Appendix 7), a Preliminary Site Investigation (Appendix 8) and a Geotechnical Investigation (Appendix 9). The site investigations conclude the site is suitable for the proposed use and can be accommodated within the existing networks and infrastructure.

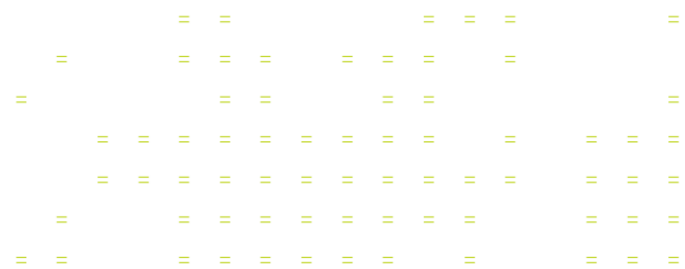
The proposed rezoning is considered to be generally consistent with the objectives and policies of the National, Regional and Local policy documents, where applicable. The plan change will enable residential use to be established in close proximity to an important recreational facility, making use of Council’s significant investment supporting accessibility without reliance on vehicles. The inclusion of neighbourhood scale commercial use will provide for the day-to-day convenience needs of the proposed development and users of the Birchs Road Reserve.

Accepting and considering this Plan Change is consistent with national direction provided by the National Policy Statement Urban Development (NPS-UD). Policy 8 of the NPS-UD directs Council’s to be responsive to plan changes which add significantly to development capacity, even if that capacity is unanticipated by RMA planning documents or is out of sequence. The application site has not previously been considered for urban growth in any existing strategic documents relating to Prebbleton.

This Plan Change is also consistent with the Resource Management (Enabling Housing Supply and other matters) Amendment Act 2021 (EHS Amendment), introduced recently to improve housing supply in New Zealand. The EHS Amendment requires Medium Density Residential Standards (MDRS) to be applied to all relevant residential zones in all tier 1 urban environments. The MDRS requires Council’s to enable more intensive residential development with up to three dwellings of up to three storeys per site. The EHS Amendment requires private plan change requests to be withdrawn where it can be determined that it: intends to give effect to intensification policies of the NPS-UD; proposes changes to a residential zone that will be subject to the MDRS; creates a new relevant residential zone that does not incorporate the MDRS; has been notified on or before the enactment of the Bill but a hearing under clause 8B of Schedule 1 is not completed on or before 20 February 2022. The Plan Change is consistent with the EHS Amendment, which is seeking to maximize residential use of urban areas in order to meet the high demand for new housing through the creation of a new Living zone incorporating the MDRS requirements, Living MD Prebbleton.

An evaluation of the proposed plan change under section 32 of the Resource Management Act (the Act) is included in this application. The section 32 evaluation supports the proposal as the most appropriate way to achieve the purpose of the Act, compared the status quo.

It is noted the Selwyn District Plan is currently under review representing a timely opportunity for this private plan change. A submission on the proposed District Plan has also been made seeking to have the application area included within the Urban Growth Overlay, therefore this privately initiate plan change is seen as the most effective means of achieving the proposed rezoning at this time.



3 Introduction

This report has been prepared in support of a Private Plan Change on behalf of the Applicant to rezone 36.58 ha of land south of Hamptons Road and west of Birchs Road at Prebbleton from rural Inner Plains to Living MD Prebbleton and Business 1 under the Operative Selwyn District Plan (OSDP).

This application has been prepared in accordance with Schedule 1 of the Resource Management Act 1991 (RMA or “the Act”).

Under Section 73, Subsection 2, and Clause 21 of Schedule 1 of the RMA, any person may request a territorial authority to change a District Plan and the Plan may be changed in the manner set out in Schedule 1 of the Act. Clause 22 of Schedule 1 requires the plan change be made to the appropriate authority, in this case the Selwyn District Council. The request must include an explanation of the purpose of and reasons for the plan change and an evaluation under s32 of the Act, this is included in Section 8 of this application. In addition, a plan change application requires, where environmental effects are anticipated, a description of any actual or potential effects on the environment, this is included in Section 6 of this application.

This plan change application has been prepared to enable residential expansion as well as providing for neighbourhood scale commercial activities, including retail and a potentially a preschool, adjacent to the southern extent of the existing Prebbleton township and the new Council reserve (Birchs Road Reserve). The proposed rezoning will result in the loss of currently underutilized land zoned for rural use but will essentially extend the township to meet the new reserve, connect to existing multimodal transport infrastructure (bus route, pedestrian and cycle paths) and contribute to meeting the current and anticipated demand for housing in the Selwyn District.

This plan change application seeks to show the application site can achieve the criteria of the statutory and non-statutory documents to allow for future residential use. This application seeks to introduce new objectives, policies and rules to the District Plan for the proposed Living MD Prebbleton zone. The inclusion of an Outline Development Plan (ODP) into the OSDP and use of the existing Business 1 provisions are also sought.

This document forms part of the Section 32 evaluation of the proposed Plan Change.



4 Site Context

4.1 Prebbleton township

The township of Prebbleton is located approximately 1 kilometre southwest of the Selwyn District boundary with Christchurch City, approximately eight kilometres east of Rolleston and approximately four kilometres north of Lincoln, see Figure 1. The township itself is primarily located approximately two kilometres south of the State Highway 76 Christchurch Southern Motorway connection to State Highway 1.

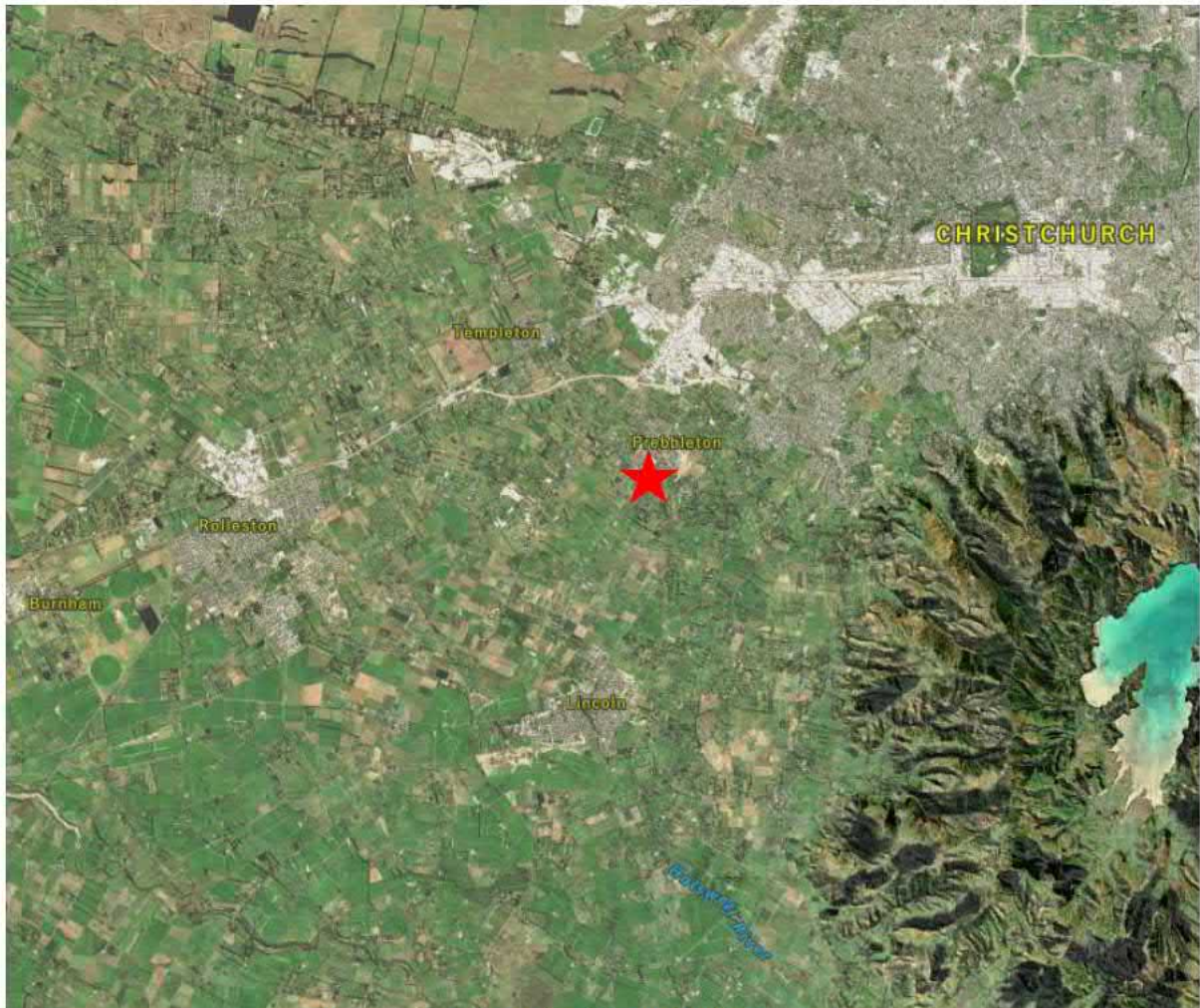


Figure 1 - Location of Prebbleton in wider context

The township was established in 1862 by William Tossell, who surveyed 55 acres of his farm into quarter acre sections. The locality had already been known as Prebble Town since 1856 in recognition of the Prebble brothers with their small group of houses, employees and others¹. Prebbleton is identified as a Service Township in Selwyn 2031 with its function based on providing a high amenity residential environment and primary services to Rural Townships and surrounding rural areas².

¹ Selwyn 2031: District Development Strategy – Background Information

² Source Selwyn 2031: District Development Strategy



4.2 Population projections and demand

To inform the development of the 2018-2028 Long Term Plan, Council has updated its population projections out to 2048. The projections for Prebbleton are illustrated below and show continued growth for Prebbleton.

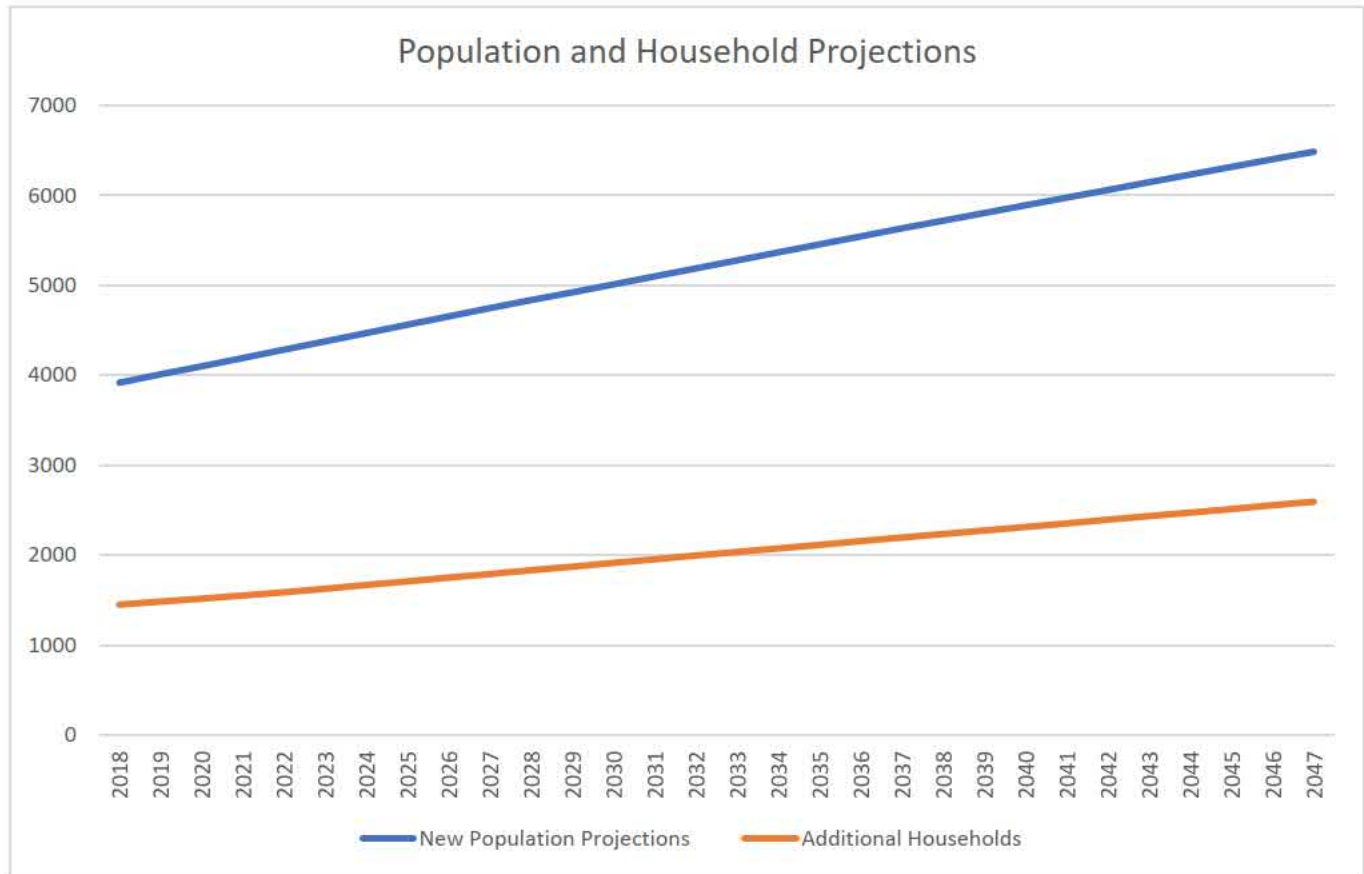


Figure 2 - Prebbleton Population and Household Projections 2013-2047³

An assessment of the Selwyn District population projections and future population projections for Prebbleton specifically, have been provided in the Analysis of New Residential Construction report in Appendix 4. This report notes from 2020 to 2023 the population of Selwyn is expected to increase from 68,500 to 76,300, an increase of more than 11% over three years, or approximately 3.6% annually. From 2023 to 2028 the population of the Selwyn District is expected to increase from 76,300 to 86,300. Based on recent trends and the proportion of the overall Selwyn population Prebbleton represents (7.3%) it is predicted (conservatively) the population of Prebbleton will increase by more than 1,100 residents between 2021 and 2028, exclusive of the two retirement villages currently under construction, which could add 700 new residents to Prebbleton in the next 2-3 years.

With respect to new residential use and demand Prebbleton had a significant number of new dwellings consented in 2020, substantially ahead of the overall growth across the District. Although it is anticipated the number of new dwellings may begin to decline due to the current lack of residential land, as demand across the District and particularly in Prebbleton is significantly greater than supply.

³ Source: Selwyn District Council Population Projections out to 2048;

https://www.selwyn.govt.nz/_data/assets/pdf_file/0016/234223/Projections-website.pdf; accessed 05/05/2021

4.3 Housing and Business Development Capacity Assessment Update 2020

Selwyn has recently updated its housing development capacity assessment to 2050 and has determined housing capacity has reduced to 5,663 from 9,717. The change in capacity, as a result of take-up (accounts for almost ¾ of reduction in capacity), misidentification of available capacity, and underutilisation; has meant that Selwyn has a predicted shortfall of housing in the next ten years (medium term)⁴.

Although it is estimated the private plan changes currently being considered by Council could add up to 6,500 additional housing capacity, both a medium (2020-2030) and long term (2020-2050) shortfall is identified. The total shortfall identified out to 2050 is approximately 10,000 houses. Even with the proposed increase in capacity by the current plan changes (which have not yet been approved) a long term shortfall of approximately 4,500 is anticipated. Currently the majority of this capacity is identified in Rolleston and Lincoln, with less than 500 units allocated to Prebbleton, West Melton and Tai Tapu.

4.4 Prebbleton Zone Analysis

The current zoning of Prebbleton is illustrated in Figure 3 below:

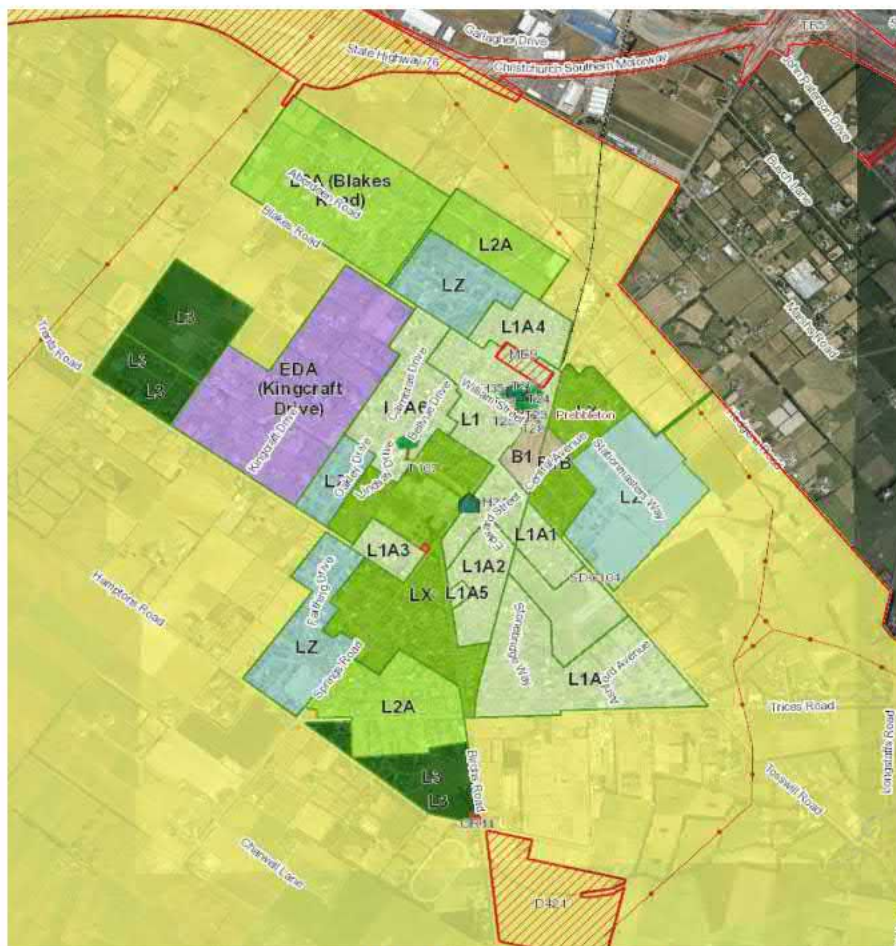


Figure 3 - Prebbleton Zoning under OSDP

⁴ https://www.selwyn.govt.nz/_data/assets/pdf_file/0006/360735/PUBLIC-Agenda-Council-Meeting-9-December-2020.pdf, accessed 22/03/2021



The majority of existing urban density residential use is centred around Springs Road and new areas around Tosswill Road. Rural residential use has been established on the periphery of the township to the north, west and south. It is noted the designation (D421) identified south of the township is the location of the Birchs Road Reserve. Figure 3 also illustrates some of the existing constraints to the future expansion options for Prebbleton including the State Highway and boundary with Christchurch City to the north, transmission lines around the eastern edge and although not identified on Figure 3, east of the existing township is subject to increased flood risk⁵. Shands Road to the west of Prebbleton forms a logical boundary to the urban extent of the township.

The residential zoning of land within the Prebbleton township boundaries is distributed as follows:

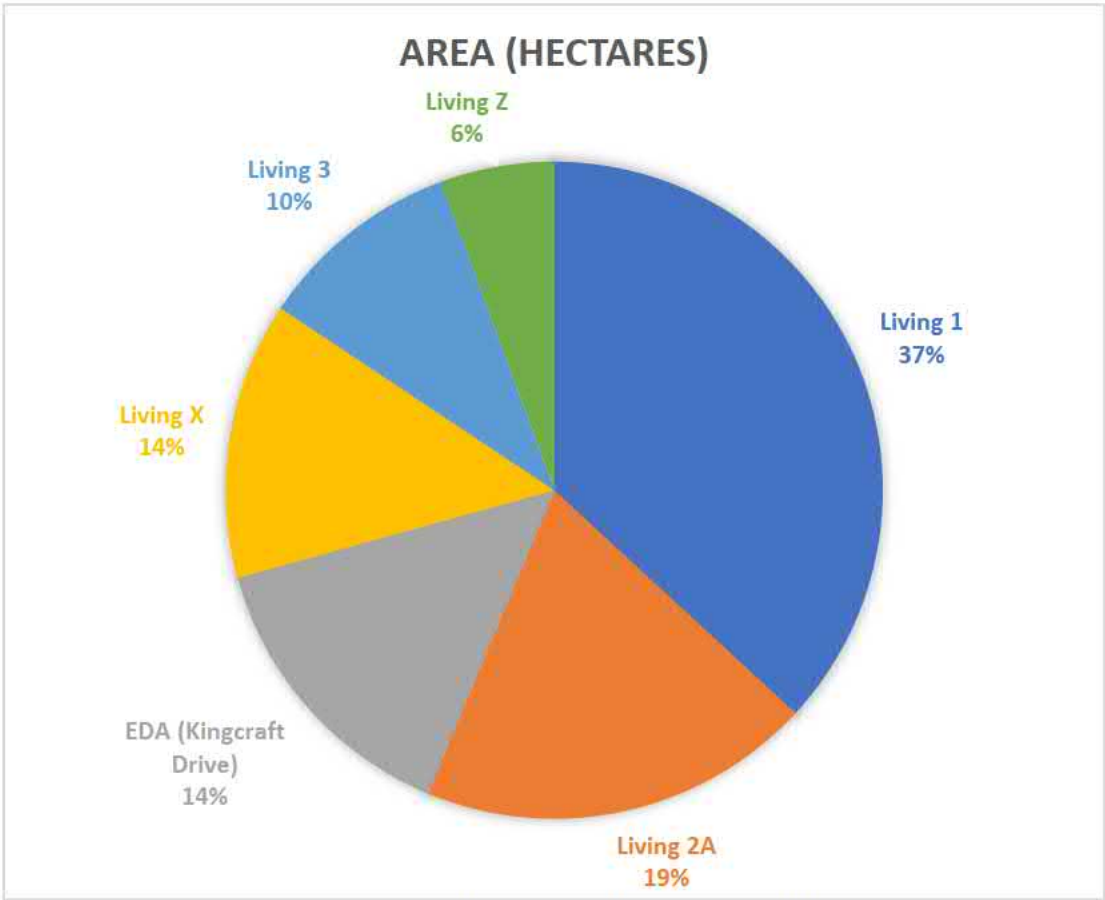
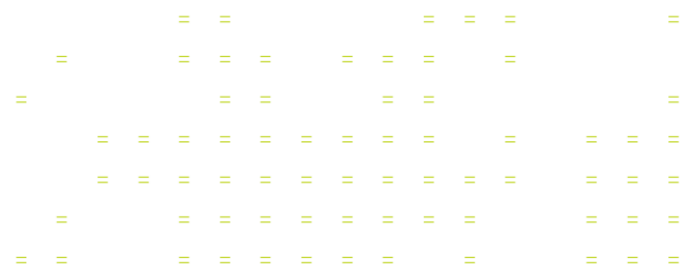


Figure 4 - Distribution of Residential Zones in Prebbleton

Rural residential use (i.e., allotments between 0.5-1 ha) is provided for within the Living 3, Living 2A and EDA (Kingcraft Drive) and accounts for 43% of the zoned land in Prebbleton. Typically, these allotments contain a single dwelling and the majority are connected to Council reticulated services for potable water supply and wastewater disposal. It is considered allotments with connections to reticulated Council services are underutilized for rural residential use, adding an infrastructure burden in terms of the cost of servicing such allotments and the total population served (i.e., due to the larger allotments, longer pipe distances are required at greater costs shared between less ratepayers).

⁵ Selwyn’s flooding and coastal hazards mapping, flooding map; <https://apps.canterburymaps.govt.nz/SelwynNaturalHazards/>; accessed 14/04/2021.



4.5 Prebbleton development capacity

Areas for the future expansion of Prebbleton have been identified within the OSDP, Prebbleton Structure Plan and the Rural Residential Strategy. Appendix 31 of the OSDP identifies the preferred growth areas for Prebbleton. Figure 5 overlays the areas which have now been developed to the full potential of the current zoning. The areas outlined in green are the Prebbleton Domain, Nature Park and Cemetery. It is noted Selwyn does not currently have a separate zone for parks and reserves and so these are identified as various Living Zones but do not have development potential. It is noted some areas identified are serviced with reticulated sewer and could potentially accommodate increased residential density in the future, although current building locations (i.e., in the middle of the lots) will reduce the appeal for infill in newly established areas.

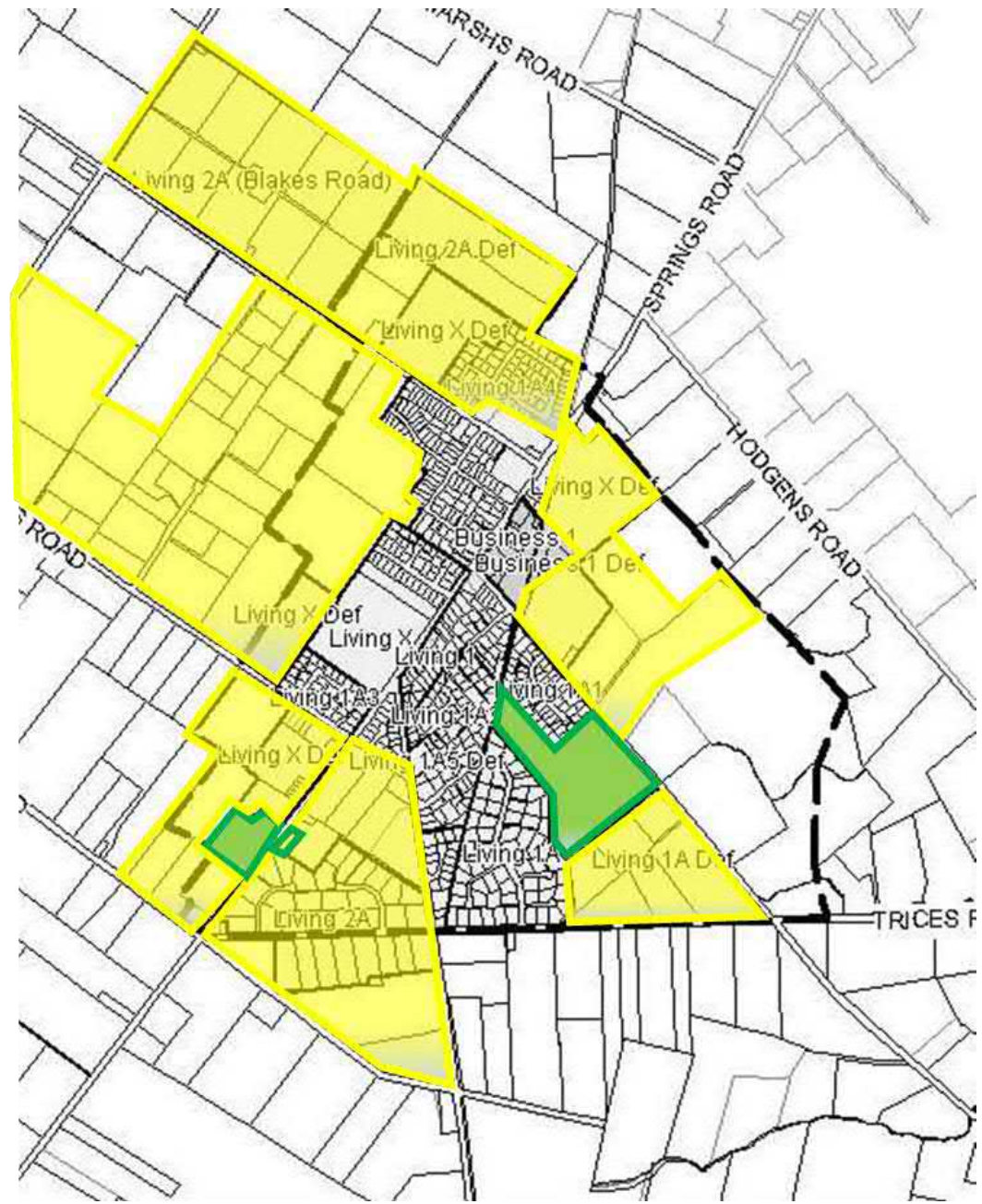


Figure 5 - Appendix 31 of OSDP with developed areas identified in yellow

The Prebbleton Structure Plan (February 2010) identified similar development areas but did not identify any additional areas. The Rural Residential Strategy (adopted 2014) identified areas specifically for rural residential use⁶.

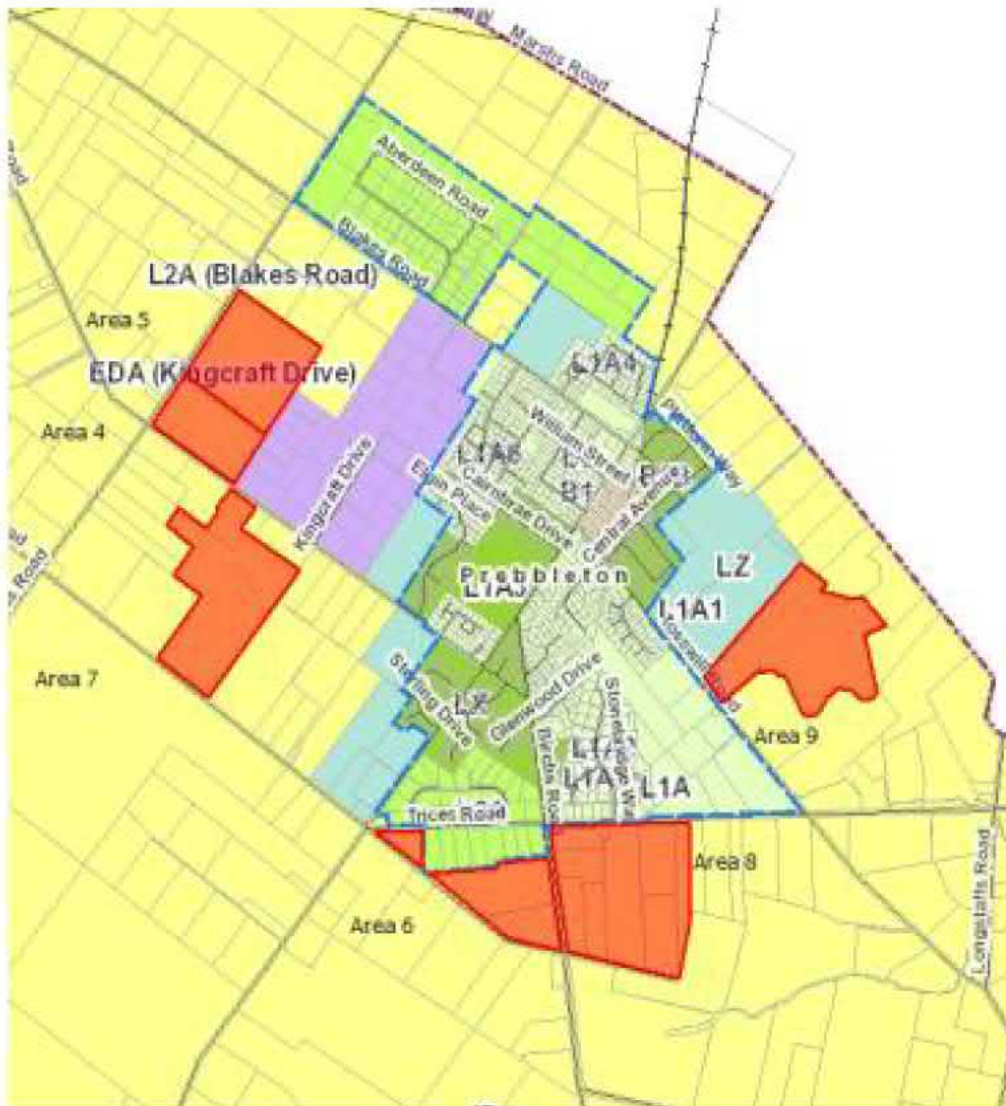
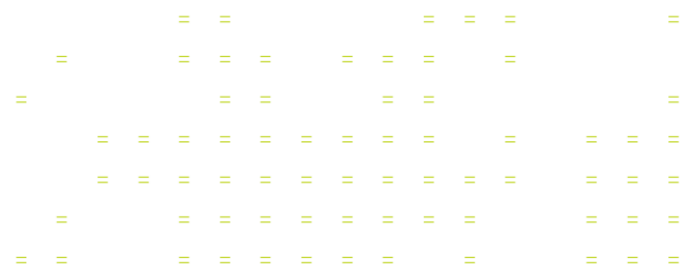


Figure 6 - Prebbleton Rural Residential Areas from Rural Residential Strategy

Of the areas identified in Figure 6, Areas 4, 5 and 6 have been developed for rural residential use. Area 7 is currently zoned Inner Plains and is subject to Plan Change #68 to rezone 67.5 ha to Living Z, effectively removing this area from providing the lifestyle rural living as anticipated by the Rural Residential Strategy. Area 8 is also currently zoned Inner Plains and is subject to Plan Change #72 to rezone 28.7 ha of land to Living Z, with a commissioner's recommendation to approve the proposed zoning, although yet to be formally adopted by Council. Area 9 is currently zoned Inner Plains and at the time of writing no rezoning is being sought. It is noted areas 7, 8 and 9 are identified as within the Urban Growth Overlay of the Proposed Selwyn District Plan (PSDP).

⁶ Rural residential development in this context includes land holdings integrated into existing townships that range in size from between 0.3ha to 2ha in size at an average density of one to two households per hectare. This form of development is managed through the Living 3 zone of the Selwyn District Plan (SDP).



At the time of writing none of the proposed expansion areas currently documented in the CRPS, Prebbleton Structure Plan or Rural Residential Strategy, identify the presence of the Birchs Road Reserve which is south of the existing township and adjoins Area 8 as identified in Figure 5. The total anticipated yield of the rural residential areas identified for Prebbleton is 205 allotments⁷.

In summary, the preferred expansion areas for Prebbleton, as identified in the OSDP, Prebbleton Structure Plan and Rural Residential Strategy have either been fully developed or are currently in process to be developed, with no additional areas identified.

An analysis of construction demand and land availability for Prebbleton, prepared by Blackburn Management, is included in Appendix 4 of this application, with further supporting analysis provided by Insight Economics. This report examines the number of new residential dwellings constructed in Prebbleton in recent years and concludes despite Prebbleton having the smallest number of new dwellings consented, it has had the greatest percentage increase, reflective of increasing demand for housing in the township. The report also concludes there are currently no residential sections available in Prebbleton, with the most recent greenfield subdivisions being fully sold out. The report further notes the lack of available sections and the timelines associated with rezoning land (with respect to the applications currently in process) has the potential to restrict growth and construction in the township. The supporting Insight Economics report provides further consideration of the housing demand taking into account the two other plans changes proposed for Prebbleton PC68 and PC79. This report also concludes there is a demand for further residential land to be developed in Prebbleton due to the overall long term capacity shortfall identified.

4.6 Birchs Road Reserve

Council have recently purchased and designated (D421) 22 ha of land opposite the application site at 27 Hamptons Road for the Birchs Road Reserve. The Birchs Road Reserve was purchased by Council as the existing Prebbleton Reserve on Tosswill (D104) has reached capacity and can no longer meet the recreational needs of one of the fastest growing communities in the district.

A Concept Masterplan has been prepared for the reserve and is included, for context, on the proposed Outline Development Plan. The Masterplan illustrates the reserve will be a well-designed, high amenity area and incorporates CPTED principles which provides a comprehensive range of recreational opportunities that will improve the health and wellbeing of the local community. The existing ecological values of Upper Dawson Creek will be improved and the introduction of substantial native planting and pā harakeke and pā toetoe will enhance the natural and cultural values of the area. Appropriate provision for safe and convenient walking and cycling has been made within the proposed reserve and the Christchurch to Little River Rail Trail provides a safe connection between the reserve and the township. The Notice of Requirement for the designation of the Birchs Road Reserve identified sports fields and urban and recreation facilities that service the urban population as “urban activities” under the definition provided by the CRPS. A number of changes will occur in the vicinity of the application site to accommodate the reserve, including extension of reticulated sewer and water; reduction of speed limits on Hamptons, Leadleys and Birchs Roads and inclusion of safe crossing facilities and footpath provisions for pedestrians and cyclists crossing Birchs Road to access the existing bus stop. Appropriate design features giving priority to cyclists/pedestrians at the interface of the rail trail and infrastructure improvements to accommodate traffic, including sealing Hamptons Road were also identified.

The requirement has demonstrated the reserve and its proposed uses/facilities will not generate adverse visual effects that would undermine the rural amenity enjoyed by the landowners and occupiers of the adjoining properties and it is anticipated the proposed plan change will support and integrate with the Birchs Road Reserve.

⁷ Selwyn District Council Rural Residential Strategy, June 2014

4.7 Application Site Details

The application site is located south of the existing Prebbleton Township (Hamptons Road) and west of Birchs Road (see Figure 7). The site adjoins the existing township boundaries to the north, on the opposite side of Hamptons Road, the Birchs Road Reserve and rural land to the east and smaller rural land holdings to the west and a larger contiguous rural land holding to the south.

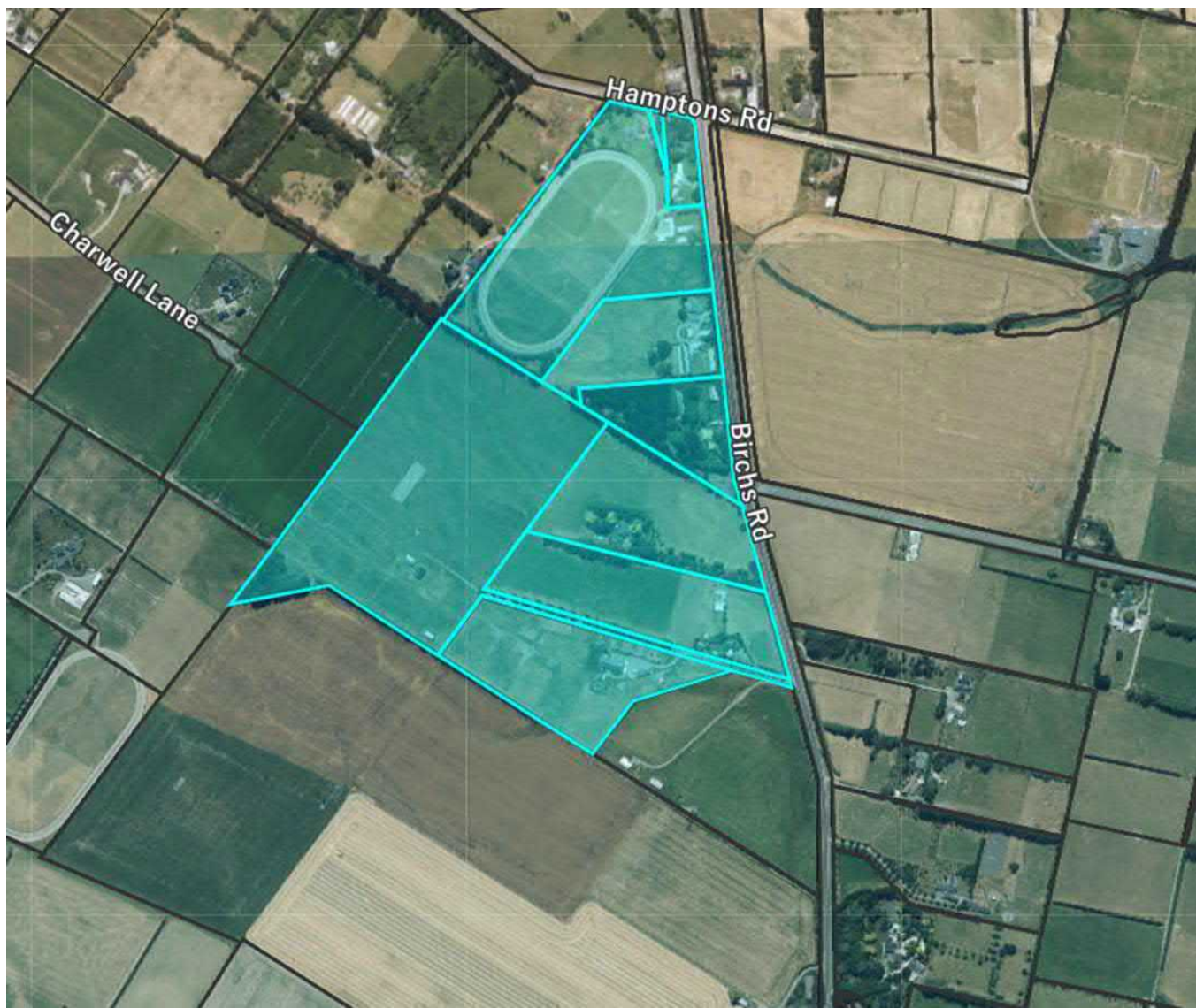


Figure 7 - Location of Application Site

The application site has a total area of 36.58 ha, a breakdown of this area is shown in Table 1. The site is generally flat and contains several established dwellings associated with rural residential use. A number of rural activities have taken place in various locations on the application site namely a horse racing track and an intensive farming operation (no longer operational, consents have lapsed). A summary of these uses is provided in Table 1 (following page).

Table 1 – Details of Application Site

Legal Description	Address	Use	Area (ha)
Lot 2 DP 29035 and Lot 2 DP 43993	144 Birchs Road, Prebbleton and 57 Hamptons Road, Prebbleton	One dwelling; unproductive horse training, no pasture; well M36/0152 (not in use); no other consents for water supply.	7.23
Lot 1 DP 43993	142 Birchs Road, Prebbleton	Undersized allotment for zone; one dwelling only; well BX23/0660 (in use) for domestic water supply only	0.5904
Lot 3 DP 29035	160 Birchs Road, Prebbleton	Undersized allotment for zone; one dwelling; well M36/4787 (in use) for domestic and stockwater supply.	2.5799
Lot 1 DP 21433	176 Birchs Road, Prebbleton	Undersized allotment for zone; one dwelling; no wells or consents for water supply.	2.0652
Lot 1 DP 27551	198 Birchs Road, Prebbleton	One dwelling; no consents for water supply.	4.0469
Lot 2 DP 27551	212 Birchs Road, Prebbleton	One dwelling; well M36/1910 (in use) for irrigation; CRC010648 active for the take and use of groundwater.	4.0469
Lot 1 DP 407808	212A Birchs Road, Prebbleton	One dwelling; well BX23/0645 (in use) for domestic and stockwater supply	12.0094
Lot 2 DP 344727	214B Birchs Road, Prebbleton	One dwelling; well BX23/0529 (in use) for domestic and stockwater supply	4.0108
Total Area			36.58 ha

In summary, of the allotments comprising the application site, only one site has consent for the take and use of groundwater for irrigation purposes. The remaining sites are utilized for predominantly for rural residential use, rather than productive rural use, due to size (with 37% of the application site properties being undersized for the zone) and availability of water for irrigation.

4.8 Application Site Zoning

The application site is identified in the Operative Selwyn District Plan (OSDP) as Inner Plains, see Figure 8 (following page). The Inner Plains zone allows a density of one dwelling per 4 ha. Given the total site area of 36.58 ha the total potential residential yield under the current zoning is nine dwellings. There are currently eight established dwellings on the application site, three of which have been historically established on undersized allotments. In addition to the existing eight dwellings, subdivision consent⁸ has been approved for the creation of three allotments at 212A Birchs Road and therefore the total potential yield of the application site under the current zoning has been exhausted (with a total of 10 residential allotments) as none of the remaining allotments have the land area required for further subdivision.

⁸ RC185395 as approved 07/09/2018

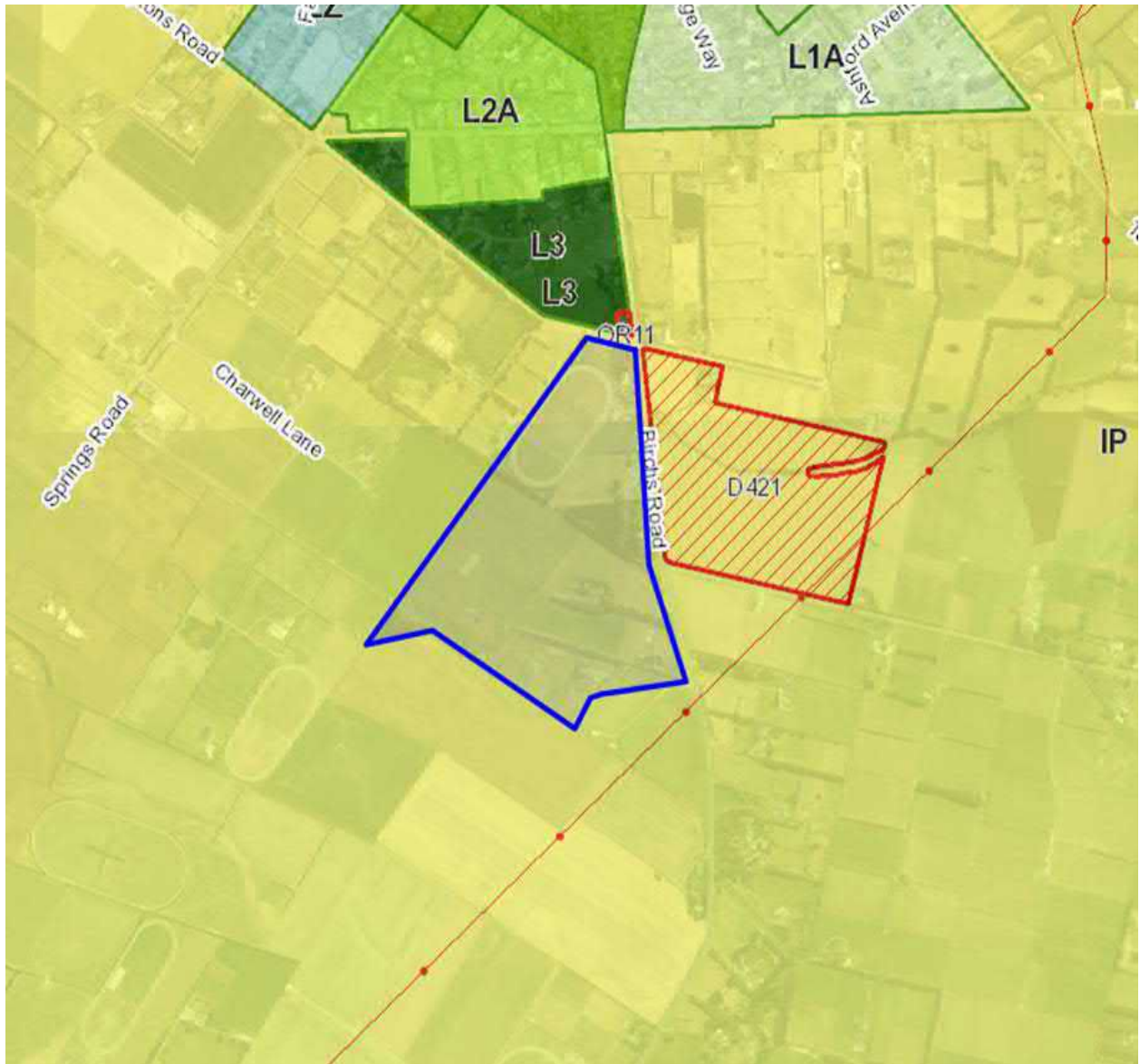


Figure 8 - Application Site (Blue Outline) Zoning Under OSDP

4.9 Site Investigations

Geotechnical Investigation

A Geotechnical Investigation of the site was undertaken by Coffey in February 2021 and is included as Appendix 9 to this application. The report concludes:

Based on the on-site testing carried out to date, the majority of the site is TC1-like with some minor pockets of TC2-like performance. This categorisation is generally in line with the ECan mapping of the site which places it on the boundary of an area where liquefaction assessment is required and an area where damaging liquefaction is unlikely.

We consider that the site is suitable for residential development subject to further investigation and design at the subdivision consent stage.

Flood Assessment

The application site is identified as being partially within the Plains Flood Management Overlay of the Proposed Selwyn District Plan as shown in Figure 9.

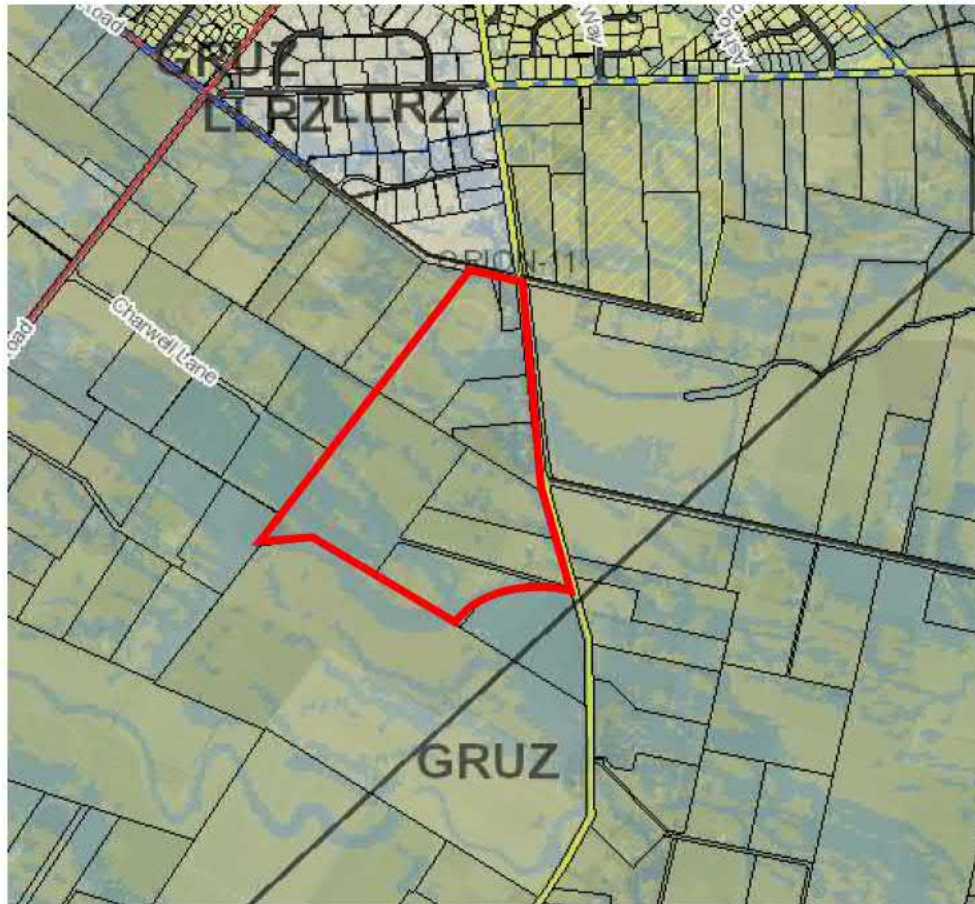


Figure 9 - Application Site (red outline) Zoning Under PSDP

A flood hazard assessment has been provided by Environment Canterbury and is attached in Appendix 10. The assessment states the application site is outside of the flood plains of any major rivers and streams but can be subject to surface flooding and ponding during significant local rainfall events. The assessment concludes the areas of the application site which would meet the definition of high hazard risk would be primarily limited to the depression in the south-eastern corner. It is noted since the flood assessment was completed the site subject to the high hazard risk has been excluded from the proposed Plan Change area.

Preliminary Site Investigation

A Preliminary Site Investigation (PSI) was completed for the application site by Malloch Environmental Limited in February 2021 (included in Appendix 8). The PSI identifies multiple risk areas on the application site with a risk of soil contamination due to current and historic HAIL activities. The PSI concludes none of the HAIL activities identified are likely to preclude the development of the site for residential purposes. It is anticipated any future development of the site for residential purposes will require a Detailed Site Investigation (DSI) and consent under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health Regulations 2011 (NESCS) and remediation, if required, can be addressed through any future subdivision of the application site.



Soils

The application site consists of predominantly class 2 soils with class 1 soils present along Birchs Road and on the adjacent Birchs Road Reserve (see Figure 10). Class 1 and 2 soils are considered the most versatile with the fewest limitations and generally suitable for multiple land uses.



Figure 10 - Soil Class Classification

Transmission Lines

Transpower assets consisting of a 220-volt power lines and double circuit steel tower are located within the property at 214 Birchs Road. This site is not included as part of the plan change area, as illustrated in Figure 11.



Figure 11 - Excerpt from Transpower Asset Map, with the application site identified

5.1 Plan Change Purpose

5.2 Reasons for Application

The proposed Living MD zone provides for urban growth in existing townships within Greater Christchurch⁹ for residential activities at a higher density and enabling of a greater variety of building forms, such as detached, semi-detached, terraced housing and low rise apartments. The minimum individual net allotment size provided for in this zone is 400 m² and up to three residential units on each allotment is a permitted activity. Any subdivision seeking allotments smaller than this, under the proposed rules will also require a land use consent to ensure any dwelling on the smaller allotments can be constructed as a permitted activity.

The estimated yield of the proposed zoning, minimum and maximum is summarized in Table 2. Based on the proposed Living MD Prebbleton zone net area (34.26 ha), a maximum of 856 residential allotments could be developed with a minimum allotment size of 400 m². In addition, the provision for allowing up to three residential units provides a theoretical maximum yield of 2,569 residential units. Using a higher average allotment size of 450 m² or even 500 m² results in a decrease in the potential number of residential allotments and consequently the theoretical yield of residential units, as shown in Table 2. The net density¹⁰ of the application site under the proposed zoning is between 15 households per hectare and 74 households per hectare. A minimum density of 15

¹⁰ Net density as defined in the OSDP is the number of lots or household units per hectare (whichever is the greater). The area (ha) includes land for: Residential purposes, including all open space and on-site parking associated with residential development; Local roads and roading corridors, including pedestrian and cycle ways, but excluding State Highways and major arterial roads; Local (neighbourhood) reserves. The area (ha) that excludes land that is: Stormwater retention and treatment areas; Geotechnically constrained (such as land subject to subsidence or inundation); Set aside to protect significant ecological, cultural, heritage, or landscape values; Set aside for esplanade reserves or access strips that form part of a larger regional or sub-regional reserve network; For local community services and retail facilities, or for schools, hospitals or other district, regional or sub-regional facilities. Based on the above the net area of the application site is estimated at 34.26 ha.



households/ha is proposed within the ODP. Notwithstanding this a maximum yield of up to 1,581 units has been considered for the purposes of this assessment.

Table 2 – ODP Land Allocation and Estimated Residential Yield

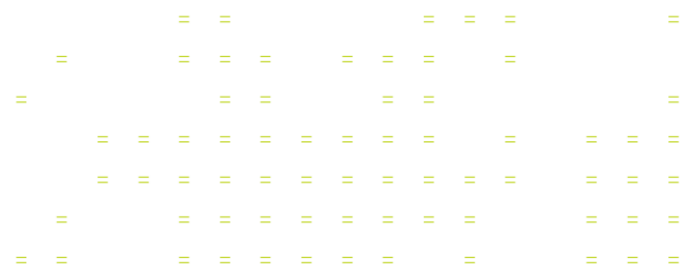
Minimum Net Allotment Size (net area of application site 34.26 ha)	# of Allotments	Minimum Yield (hh/ha)	Maximum Yield (hh/ha)
400 m²	856 Lots	856 Units (24 hh/ha)	2,568 Units (74 hh/ha)
450 m²	761 Lots	761 Units (22 hh/ha)	2,283 Units (66 hh/ha)
500 m²	685 Lots	685 Units (19 hh/ha)	2,055 Units (59 hh/ha)
550 m²	622 Lots	622 Units (18 hh/ha)	1,866 Units (54 hh/ha)
600 m²	571 Lots	571 Units (16 hh/ha)	1,713 Units (50 hh/ha)
650 m²	527 Lots	527 Units (15 hh/ha)	1,581 Units (46 hh/ha)

The commercial area is estimated at a total of 0.78 ha and the central reserve (proposed as part of the stormwater infrastructure) has an estimated area of 1.54 ha.

As previously discussed in this application, demand for residential sections in Prebbleton is high and there is currently limited supply. The application site is currently outside of the township and infrastructure extent; however, the site offers a long-term expansion area not previously considered by the existing strategic planning documents for Prebbleton. The proposal will assist in Selwyn achieving the requirements of the NPS-UD and provides for current and future demand for housing.

The application site is located adjoining the existing southern extent of the township and adjacent to the new Birchs Road Reserve. The site is well located in terms of active and alternative transport modes, given the cycling and pedestrian links to the central area of Prebbleton and the bus route along Birchs Road - with the stop located at the intersection of Birchs and Hamptons Road.

It is considered rezoning of the application site from Inner Plains, will provide for a more efficient and sustainable use of land, allowing expansion of the township to connect to the Birchs Road Reserve in a direction relatively free of constraints. Given the constraints to further expansion of the Prebbleton Township to the north, east and west, the application site is ideally located to the south creating a connection between the existing township on the opposite side of Hamptons Road, the Birchs Road Reserve and multimodal transport routes.



5.3 Outline Development Plan

The Canterbury Regional Policy Statement requires greenfield residential growth to occur in accordance with an Outline Development Plan. In order to effectively co-ordinate and integrate a number of separate but interrelated structural and design elements, separate network layers are required to be developed. When overlaid, the individual networks layers are required to demonstrate a high level of alignment and cohesion that both support and complement each respective function and aim.

The ODP that accompanies this application has the following basic objectives:

- To provide a safe and attractive living environment for future residents, adding to the pool and diversity of residential allotments for Prebbleton.
- To provide for neighbourhood scale commercial use for the convenience needs of the residential use of the site.
- To provide efficient movement of people within the site, to central Prebbleton and Birchs Road Reserve, utilising both motorised and non-motorised forms of transport.
- To provide protection of regionally significant infrastructure (Transpower assets).
- To avoid risk from natural hazards.
- To provide effective and efficient servicing for the area.

An Outline Development Plan (ODP) has been prepared for the application site and is included in Appendix 2. A concept master plan is also included in Appendix 2, for reference only and it is not intended to form part of the ODP to be inserted into the OSDP. The ODP includes text to provide guidance for future subdivision and development of the application site in conjunction with the proposed Living MD Prebbleton zone and existing Business 1 rules and other provisions within the OSDP.

The ODP is intended for incorporation into the OSDP and includes identification of the proposed residential and business areas, potential reserves (stormwater) and indicative transportation connections (both roads and non-vehicular). The primary roads have been designed to accommodate pedestrian and cycle pathways which provide connection with the residential zone, both within the application area and to the residential areas north, neighbourhood scale commercial activities and the reserve to the east.

Notwithstanding the enabling nature of the proposed Living MD Prebbleton zone over the whole application area, guidance is provided to direct higher density uses along the existing township boundaries and near open space/reserves. The ODP also demonstrates that the application site is well connected through active, public and vehicular transport.

5.4 Urban Design Statement

An Urban Design Statement (UDS) for the proposed plan change has been prepared by DCM Urban Design Limited and is included in Appendix 5 of this application. The UDS identifies several constraints which prevent the expansion of Prebbleton to either the west, north or east, concluding south is the most logical direction for expansion to allow a high level of amenity and connectivity to be provided for future residential use. This is supported by the location of the Birchs Road Reserve. Key aspects of the proposed plan change include diversity of allotments which could be accommodated, through the proposed Living MD Prebbleton zone. The UDS concludes the development of the application site is a natural extension of the existing urban form occurring to the north and the east. The proposed zoning will enable a mix of house and lot sizes in a location well serviced by existing and future amenities, including neighbourhood commercial use. The UDS also recognizes the extent to which existing areas identified for future residential growth have already been developed and now the presence of the reserve, will be more urban than rural.

Electricity and Telecommunications

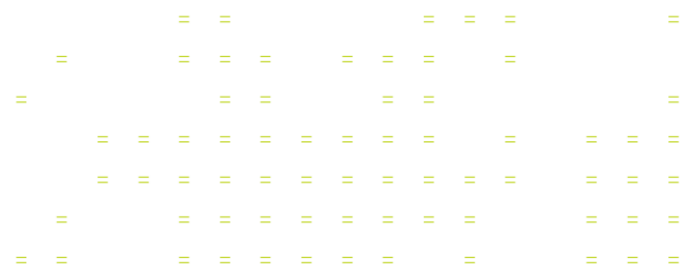
Transport

The proposal includes provision for shared path connections to provide access to the existing Rail Trail, Prebbleton Park, and bus stop. The site is appropriately located to support travel by all modes.

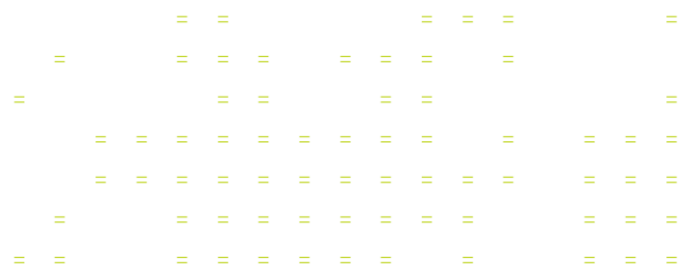
Overall, from a transport perspective there is no reason that the proposed development cannot be integrated into the transport network in a safe, efficient, and appropriate manner which provides for travel by all modes and appropriately manages any transport related.

5.6 Conclusion

The proposed plan change seeks to rezone 36.58 ha of Inner Plains land to Living MD Prebbleton and Business 1 allowing for residential development and neighbourhood scale commercial activities. It is anticipated future development of the site as a result of the rezoning could yield between 527 and 1,581 residential allotments based on the proposed Living MD Prebbleton zone. The potential maximum yield enabled by the proposed Living MD zone, in excess of 2,500 residential units, is at this time considered fanciful. However, this potential has been considered and the Outline Development Plan identifies requirements to ensure infrastructure (water, sewer and roading) is appropriately considered, designed and upgraded as required, at the time of subdivision. The Business 1 zone will allow for local commercial use intended to serve the residential use for day-to-day needs. The rezoning is sought due to the location of the application site adjoining the southern extent of the existing township and the new Birchs Road Reserve. In addition, the site is connected to existing multimodal travel routes and is free of physical



constraints. The proposed Outline Development Plan shows multimodal transport connections to and within the application site as well as zoning and potential reserve connections, for a high degree of accessibility. Existing services for potable water supply and wastewater disposal will be extended to the site and on-site stormwater disposal is proposed.



6 Description of Environmental Effects

The proposed plan change itself will not result in any adverse effects on the environment, as any creation of residential allotments and establishment of commercial activities within the application site, will require subdivision consent and, depending on the scale of the commercial use, land use consent under the OSDP or PSDP. Notwithstanding this Clause 22 (2) of Schedule 1 of the Act requires where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change.

The potential effects of implementation of the proposed plan change (i.e., increased residential density and neighbourhood centre commercial activities) are identified and described as follows:

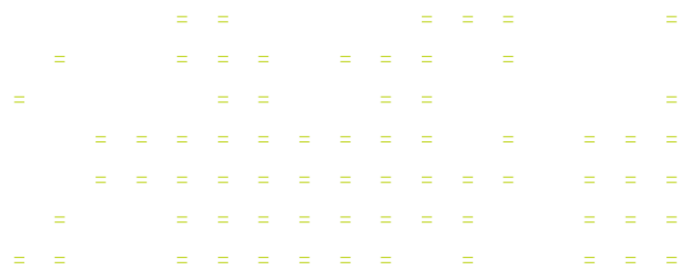
- Neighbourhood and wider community effects
- Ecological effects
- Effects on natural and physical resources (including loss of productive land)
- Natural hazard risk
- Temporary effects
- Cumulative effects
- Positive effects

The following assessment demonstrates if the Plan Change area is developed to its maximum capacity, the above effects can and will be managed appropriately through future subdivision and detailed design at the resource consent stage.

6.1 Neighbourhood and Wider Community Effects

The proposed rezoning will allow the establishment of residential use at urban densities and for neighbourhood scale commercial activities to be undertaken on a site which is currently zoned rural. The Inner Plains Zone allows for higher residential density than the Outer Plains, of one dwelling per 4 ha verses one dwelling per 20 ha and is recognized in the OSDP as providing for rural residential lifestyle living, rather than rural (productive) purposes. When land is fragmented into smaller lot sizes, particularly for rural lifestyle developments, the production capability of that land generally falls. A study in 2012 reported up to 66 percent of properties less than 4 hectares, and up to 82 percent of those less than 1.5 hectares, were not being used for any productive purpose¹³. Given this it is considered the Inner Plains zone is more capable of accommodating and absorbing increased residential density than the purely rural Outer Plains Zone, due to its rural residential rather than productive character. The Business 1 Zone allows for commercial activities, including retail and service activities in addition to medium density residential use. The Business 1 zone is intended to provide the services and facilities for neighbourhoods in ODP's and are recognized in the OSDP as having a more localised area of influence due to their limited range of activities and accessibility. It is considered the addition of the Business 1 area as proposed will compliment both the Birchs Road Reserve and the proposed residential use, complementing the Town Centre, rather than competing with it

¹³ Valuing highly productive land - A discussion document on a proposed national policy statement for highly productive land; <https://www.mpi.govt.nz/dmsdocument/36624-Discussion-document-on-a-proposed-National-Policy-Statement-for-Highly-Productive-Land>; accessed 15/04/2021



and potentially reducing short motor vehicle trips by providing for daily needs in a convenient location for future residential use.

The application site is located outside of the existing township and infrastructure boundaries of Prebbleton. Hamptons Road forms a boundary to the existing township, supported by the presence of the Living 3 zone to the north. The proposal lies approximately 1 km to the south of Prebbleton Domain and 1.7 km to the south of Prebbleton Township. Existing medium density housing is 600 m to the north of the site, with a buffer of low-density housing between this, providing an overall rural suburban character. It is noted the location of the Birchs Road Reserve is also outside of the existing town and infrastructure boundaries and development of the application site will allow those served by the reserve to live closer to this recreation asset.

The application site is a large contiguous piece of land with few owners, which enables a comprehensive development approach to be employed during the detailed design of any future subdivision.

Given the pace of current development in Prebbleton and the extent to which the guiding strategic documents are reflective of the previous population projections (with respect to future expansion areas for residential use) it is inevitable expansion of the township boundaries will be required. Council has indicated no rezoning will be initiated through the District Plan review process and therefore identification of future development areas at this point is reliant on private plan changes. The location of the new Birchs Road Reserve outside of the existing township boundaries provides an indication of a future potential growth direction, relatively free of constraints and on a multimodal transport route. The proposed plan change for the application site supports this direction of growth.

Character and Amenity

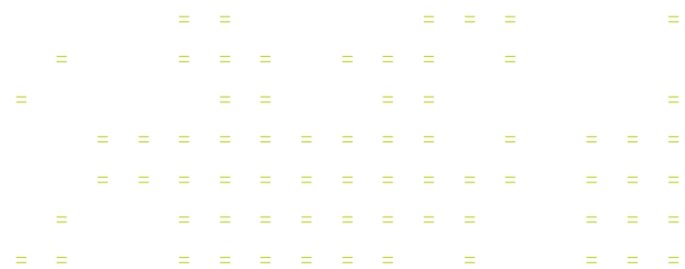
A Landscape and Visual Impact Assessment has been prepared by DCM Urban Ltd and is included in Appendix 11 of this application. This assessment describes the existing character of the site and notes features as being large open paddocks, with boundaries often delineated by well-established shelter belts of exotic species, and rural dwellings surrounded by mature vegetation. Vegetation types are predominantly exotic species, with small amounts of native species located near some dwellings. Vegetation is used predominantly for shelter belts and includes species such as *Pinus radiata*, *Cupressus macrocarpa*, and *Eucalyptus*, varying in height between 7 – 15 m. The shelter belts are orientated to block the prevailing winds and are primarily located to delineate property boundaries, around existing dwellings for privacy and along parts of the roads. The majority of the site is open grass fields, which is disrupted occasionally by clusters of vegetation and infrastructure such as sheds and residential dwellings. To the north of the site lies the edge of Prebbleton development, where expansion with a typical suburban character increases the number of dwellings, hard surfaces, and infrastructure present in the landscape.

The Assessment concludes overall, the receiving environment has a rural-residential, suburban fringe character with various structures including dwellings, auxiliary structures, power lines and exotic vegetation clustered throughout the landscape with a moderate sensitivity to change. Once the Birchs Road Reserve is developed, the receiving environment, will become more urban in character.

The proposed plan change will have effects on the rural character of the existing site and surrounding area, although not necessarily adverse when considered in the context of changing and evolving amenity values and the presence of the Birchs Road Reserve.

Landscape and visual effects

The landscape character is also described and assessed in the Landscape and Visual Impact Assessment. The assessment concludes the area will undergo a significant level of modification when the proposed Birchs Road Reserve is developed, creating a more urban character to the receiving environment, albeit with a high level of open space and amenity provided by this feature. The proposed development will modify the character of the landscape



from a more open and rural-residential to a more suburban character, where infrastructure and amenities are concentrated. The report states in terms of landscape character and values of the area, subject to the mitigation proposed, the proposal will result in an acceptable magnitude of change on the existing rural-residential landscape character and values on the edge of Prebbleton. Aspects of the existing character will be maintained through fencing and landscape planting.

The report concludes the development of Birchs Road Reserve reinforces the transitioning nature of the receiving environment from one which is rural-residential to being more urban in character. Medium density areas are an integral component of the design and will be developed in conjunction with their proximity to open space and amenities, including shops. The site will change from a rural-residential character to one which is compartmentalised and suburban in nature, with the change partially mitigated through fencing controls and landscape planting, the detail of which can be determined at the time of subdivision.

In terms of visual amenity, the rural properties will experience a change in the openness of views across the space, noting that many of the adjoining properties are surrounded by well-established shelter belt and boundary plantings restricting views out. Adjoining suburban residential properties, current and future, overlooking the Plan Change area will have a mix of open, partial, and screened views of future development.

Reverse Sensitivity

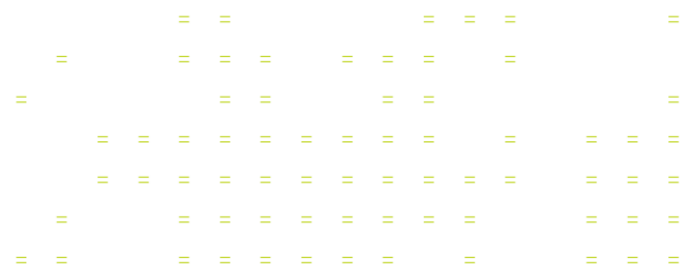
Reverse sensitivity is the vulnerability of an established land use (such as rural land uses or highways) to complaints from newly established more sensitive uses such as residential, which then has the potential to limit the operation of existing activities. In this case, there is potential for the residential use of the proposed Living MD Prebbleton zone close to and adjoining the Inner Plains zone to create reverse sensitivity issues with rural uses.

As has been discussed previously, the Inner Plains zone accommodates a different scale and intensity of rural use than the Outer Plains Zone. The predominance of 4 ha sections and lack of water for irrigation results in rural uses more compatible with residential use, such as grazing and low intensity livestock farming. There are currently no intensive livestock farming operations near the application site and under the OSDP any new intensive farming operation would require consent as a restricted discretionary activity, inclusive of a 300 m setback to any established residential use. This buffer effectively means no such operation could establish on or near the application site.

There are many instances throughout the district where higher density residential zones immediately adjoin the Inner Plains zone, without significant adverse effects. Specific mitigation measures can be determined at the time of subdivision, including but not limited a residential setback and/or landscape strip, if required.

Economic effects

An Analysis of New Residential Construction and Land Availability for Prebbleton and Selwyn has been provided by Blackburn Management and is included in Appendix 4. The assessment concludes there are currently no residential sections available in Prebbleton and outside of the two Retirement Villages under development (Bupa and Summerset) there is currently no further residential zoned land available in the township. The report also recognizes increased residential demand, increases commercial demand, which is currently being developed in Central Prebbleton, and will further increase residential demand.



Economic assessments of Prebbleton¹⁴ have been prepared by Urban Economics and are included in Plan Changes #68 and #72, currently under consideration by Council. These reports conclude the NPS-UD requirements in terms of housing capacity for the short, medium and long term are not met for Prebbleton. The housing market profile in the Prebbleton Economic Assessments illustrates 85% of dwellings available in Prebbleton are priced at \$600,000 or more. Housing affordability is not specifically defined in the New Zealand context but generally housing is considered affordable if not more than 30% of the occupant’s gross income is spent on it. Economic modelling indicates first-home buyers need to have annual household incomes above \$100,000 to purchase a property valued at \$500,000, without housing costs exceeding 30% of gross income¹⁵.

The following graph from Statistics New Zealand¹⁶ illustrates while people residing in Prebbleton have generally higher incomes than elsewhere in Selwyn, less than 25% of the population would meet the minimum income requirements to purchase a house valued at \$500,000. The proportion of housing outside of the accepted affordability bracket in Prebbleton has a potentially adverse impact on the township in terms of the diversity of housing stock and without significant addition to supply, pressure on land prices will not decline.

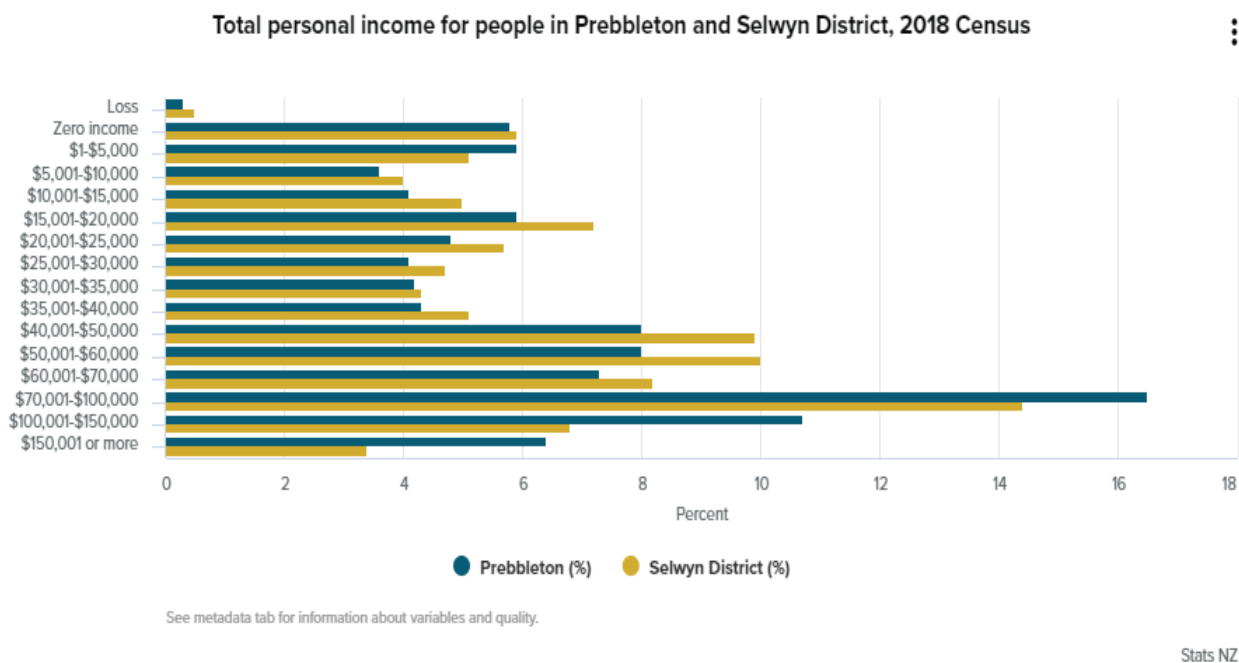


Figure 12 - Personal income, Prebbleton compared with Selwyn District

Increasing the supply of residential allotments within Prebbleton will assist in meeting the current and future demand for housing and will provide economic benefits in the form of increased affordability.

¹⁴ Economic Assessment for: Proposed Rezoning of Land in West Prebbleton; https://www.selwyn.govt.nz/_data/assets/pdf_file/0003/381864/51542.5.02-Economic-Assessment-West-Prebbleton.pdf; accessed 14/04/2021 and Economic Assessment for: Proposed Rezoning of Land in Prebbleton; https://www.selwyn.govt.nz/_data/assets/pdf_file/0005/358826/Appendix-8-Economic-Assessment.pdf, accessed 14/04/2021.

¹⁵ Just How Big is the Housing Problem; https://www.planning.org.nz/Category?Action=View&Category_id=2033; accessed 14/04/2021.

¹⁶ Prebbleton work, income and unpaid activities; <https://www.stats.govt.nz/tools/2018-census-place-summaries/prebbleton#income>; accessed 14/04/2021.

An Integrated Transport Assessment (ITA) of the proposal has been prepared by Novo Group and is attached in Appendix 6 of this application. The ITA concludes the proposed layout with connectivity to the existing road network and active transport connections is considered appropriate for the location and proposed future use. The ITA states:

Given the above it is considered future development of the above site will not give rise to any adverse traffic effects which cannot be adequately mitigated or addressed through detailed design at the time of subdivision, including any required road upgrades. The ODP and the proposed rules for inclusion in the District Plan require any subdivision of the application site to include a supporting traffic assessment (ITA or similar), which supports the maximum enabled capacity and identifies any upgrades required, at the time.

The application site has been used primarily for agricultural purposes and is significantly altered from any natural state which it may have once had. There are no areas or waterways of ecological significance or indigenous biodiversity identified on the site. Given this it is considered unlikely there will be any adverse ecological effects of the development of the site, as a result of the proposed change of zoning for residential use.

Effects on Versatile Soils

The Plan Change will enable the development of the site from low intensity rural and associated residential use to medium density residential and commercial activities in the Living MD Prebbleton zone. The application site, as previously identified, consists of predominantly class 2 soils with some class 1 soils along Birchs Road. It is noted there are a number of factors which contribute to the overall productivity of land, including availability of water, supporting infrastructure, the size and cohesiveness of the area and the climate (including temperature and frost patterns)¹⁷. In this case as the underlying zoning is Inner Plains rather than Outer Plains, smaller land parcels are permitted, and several undersized allotments comprise the application site. The cohesiveness of the application site for large scale rural productive use has already been compromised through the creation of allotments 4 ha and less. In addition, due to the soils and climate, productivity capacity is reliant on water for irrigation, which only one current landowner has consent for.

The proposed plan change is located adjoining the existing township of Prebbleton. While there will be a loss of rural land as a result of the proposed rezoning, in this case the Inner Plains tends to provide for more lifestyle rural residential activities than large scale production of any particular rural product. Given the location of the application site within the Inner Plains it is considered it is able to provide for future development and housing, without compromising larger more viable farming enterprises now and into the future.

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A Servicing Report is included as Appendix 7 of this application and estimates the demand the proposed residential use will have on potable water supply and wastewater reticulation. Confirmation from Council will be required to ensure residential activities proposed for the site can be accommodated within the wider Selwyn service network. The final engineering design at the time of future subdivision will confirm the nature of the new infrastructure and any upgrades to existing infrastructure required.

A Geotechnical Report completed for the application site (Appendix 9) states:

The report concludes the site is suitable for residential development, subject to further investigation and design at the subdivision stage.

Use of the site for residential purposes and any associated effects on the environment will be assessed and appropriately managed at the time of subdivision, including temporary effects arising from construction, using the existing provisions of the OSDP.

The proposal will enable a change of land use from small scale rural and rural residential lifestyle block use to residential use and small scale neighbourhood commercial use. Cumulatively this will reduce the overall availability of rural zoned land within the District of Selwyn, however as noted previously, due to the parcel sizes and the need for water, the productively capability of the application site is limited. It is considered the loss of underutilized, essentially rural residential land can be absorbed in this instance due to the generally low productivity of Inner Plains zoned land, when compared to Outer Plains.

The application site will provide an expansion option for Prebbleton adjacent to the Birchs Road Reserve and connecting to the existing township urban form. The proposed rezoning will enable future residential use at a net density anticipated by higher order documents of at least 15 households per hectare, with the provision of neighbourhood scale commercial use to benefit residents and complement the Birchs Road Reserve. The site is not subject to any significant constraints and effects on the environment as a result of implementation of the plan change can be managed. The increased residential density will increase the rate payer base for the district and provide an increased customer base for the commercial area of Prebbleton enhancing the economic self-sufficiency of the township.

The proposed plan change will enable future subdivision and development of the application site for residential and neighbourhood commercial purposes at urban densities which will result in a number of actual and potential effects on the environment. The key environmental effects relate to expansion of the township beyond the current anticipated and identified development areas, character and amenity, reverse sensitivity and loss of productive land. For the most part these effects can be managed at the time of detailed design and subdivision using the existing provisions of the OSDP, which ensure in the Living MD Prebbleton and Business 1 zones a high level of amenity is achieved. In addition, due to the highly modified rural environment and the presence of the Birchs Road Reserve the application site is able to accommodate expansion of urban Prebbleton and is considered more appropriate than the current inner plains zoning.

- (b) the efficient use and development of natural and physical resources:
- (c) the maintenance and enhancement of amenity values:
- (f) maintenance and enhancement of the quality of the environment:
- (g) any finite characteristics of natural and physical resources:

The proposed plan change will enable future residential use of the application site at a higher density than currently anticipated and allow the establishment of supporting neighbourhood scale commercial use. It is considered the proposed plan change is consistent with the applicable matters of Section 7. In particular it is noted the proposed plan change will enable the efficient use of land for residential purposes adjoining the existing urban extent of the township and the urban new reserve. Future subdivision of the site enabled through the proposed plan change will maintain and enhance the residential amenity value and quality of the environment as resource consent will be required at the time of subdivision. The provisions of the OSDP, including the proposed ODP will ensure any future development of the application site maintains or enhances the quality of the environment. It has been recognised within this application the proposed development will result in the loss of productive soils, which is a finite resource. In this case it is considered due to the Inner Plains zoning and the predominance of rural residential lifestyle blocks rather than large scale rural production, the conversion of the land for residential and commercial purposes is a more efficient use of the application site.

Section 8 requires the Council to take into account principles of the Treaty of Waitangi. It states:

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

The application site does not contain any identified sites of cultural significance. In addition, servicing of the site will be provided through extension of existing infrastructure. With the exception of stormwater, which will be appropriately treated and disposed of on-site. The application will be submitted to Mahaanui Kurataiao Limited concurrent with the submission to Council for review. It is considered the proposal will not be inconsistent with the principles of the Treaty of Waitangi.

7.3 National Policy Statements

National Policy Statements are instruments issued under section 52(2) of the Resource Management Act 1991 and state objectives and policies for matters of national significance. National Policy Statements currently in place are as follows:

- National Policy Statement on Urban Development Capacity
- National Policy Statement for Freshwater Management
- National Policy Statement for Renewable Electricity Generation
- National Policy Statement on Electricity Transmission
- New Zealand Coastal Policy Statement

Of the above, the National Policy Statement on Urban Development Capacity is relevant to the proposed zone change.

National Policy Statement on Urban Development

The National Policy Statement on Urban Development came into effect on 20 August 2020 and recognises the national significance of:

- having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

- providing sufficient development capacity to meet the different needs of people and communities.

The NPS-UD applies to all local authorities which have all or part of an urban environment within their district or region and planning decisions by any local authority that affect an urban environment. An urban environment is defined in the NPS-UD as:

- any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:*
- (a) is, or is intended to be, predominantly urban in character; and*
 - (b) is, or is intended to be, part of a housing and labour market of at least 10,000 people.*

It is considered Prebbleton is urban in character and is part of a wider housing and labour market of at least 10,000 people and therefore the NPS-UD is applicable to the proposed plan change. An assessment of the relevant objectives and policies of the NPS-UD is included as Appendix 13. Overall, it is considered the proposed plan change is consistent with the NPS-UD as it will allow for future expansion of the Prebbleton Township, in an area not previously considered by strategic planning documents and in a location well served by recreation infrastructure and multimodal transport networks, supporting reduced car dependency.

It is noted in terms of the implementation of the NPS-UD every local authority is required to provide sufficient capacity to meet expected housing demand in the long term (inclusive of an appropriate competitiveness margin), which can include consideration of new urban areas.

Proposed National Policy Statement for Highly Productive Land (NPS-HPL)

The Government is proposing a National Policy Statement for Highly Productive Land (NPS-HPL) to improve the way highly productive land is managed under the Resource Management Act 1991. The purpose of the NPS-HPL is to:

- *recognise the full range of values and benefits associated with its use for primary production*
- *maintain its availability for primary production for future generations*
- *protect it from inappropriate subdivision, use and development.*

The implementation of the NPS-HPL will rely on the existing Land Use Capability (LUC) system, which categorises land into eight classes. Class 1 is for the most versatile land, with the fewest limitations on its use. For the proposed National Policy Statement (NPS), highly productive land means it has been designated Class 1, 2 or 3 by default. The NPS-HPL will also allow Councils to be able to consider a number of other factors to exclude or better define highly productive land. Examples of these include the suitability of the climate for primary production; the size of land properties to support primary production; water availability; and access to transport routes and appropriate labour markets¹⁸. This could also allow parcels under a certain threshold (e.g., two-four hectares) to be excluded from the definition of highly productive¹⁹.

The New Zealand primary sector, particularly vegetable growers, depend on the availability of highly productive land to produce food for New Zealanders and remain competitive in export markets. Roughly 14% of New Zealand's land can be considered highly productive, and well suited to a range of primary production activities. The availability of this land is gradually and irreversibly being reduced as a result of urban expansion and fragmentation by rural lifestyle developments. These developments are also causing reverse sensitivity effects, where existing primary

¹⁸ <https://www.mpi.govt.nz/dmsdocument/36621-Valuing-highly-productive-land-a-summary>; accessed 25/05/2021

¹⁹ <https://www.mpi.govt.nz/dmsdocument/36624-Discussion-document-on-a-proposed-National-Policy-Statement-for-Highly-Productive-Land>; accessed 25/05/2021

Resource Management (Enabling Housing Supply and other matters) Amendment Act

7.4 Regional policy and plans

The Canterbury Regional Policy Statement (CRPS) gives an overview of the significant resource management issues facing the region, including issues of resource management significance to Ngāi Tahu. The purpose of the CRPS is to set out objectives, policies and methods to resolve resource management issues and to achieve the integrated management of the natural and physical resources of Canterbury. These methods include directions for provisions in district and regional plans. The Canterbury Regional Policy Statement (CRPS) became operative on 15 January 2013 and has been updated as of October 2020.

Chapter 5 contains provisions that relate to the Canterbury region inclusive of Greater Christchurch, notated as “Entire Region” and provisions not relevant to Greater Christchurch are notated as “Wider Region”. The achievement and implementation of the objectives, policies or methods in Chapter 6 – Recovery and Rebuilding of Greater Christchurch, take precedence over Chapter 5 provisions within Greater Christchurch. The application site is identified as being within Greater Christchurch and therefore both Chapter 5 and Chapter 6 are applicable.

It is noted Proposed Plan Change 1 to Chapter 6 is currently being considered for approval by the Minister, having been through the public notification period in January 2021. The Proposed Plan Change identifies new urban housing development areas for Rolleston, Rangiora and Kaiapoi and allows the respective Councils to consider rezoning land within these areas, if required, to meet shortfalls in housing capacity. It is noted Plan Change 1 is not, at the time of writing, operative, although it is likely to be so by the time this application is under consideration by Council. It is also noted the application site is not within any of the Future Development Areas (FDA's) identified by Proposed Plan Change 1 and the shortfall of housing which forms the basis of the Plan Change has since been revised upward due to the uptake of land and misidentification of land. The FDA's proposed could collectively provide for over 10,000 homes, however actual housing capacity numbers have not yet been determined. The proposed changes to policy associated with Plan Change 1 include allowance for Map A to be altered under certain

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Under section 75(3)(C) of the RMA, district plans are required to give effect to regional policy statements, therefore an application to change a district plan must also enable the plan, once changed, to give effect to the regional policy statement.

Given significant portions of the CRPS were updated after the Selwyn District Plan became operative, for completeness, an assessment of the other relevant provisions of the CRPS has been carried out in Appendix 14 of this application. This assessment demonstrates the proposed plan change and subsequent resulting land use is generally consistent with the objectives and policies of the CRPS but inconsistent with Map A due to the static nature of this map, which does not accurately reflect current uptake of residential land. It is considered in this case the higher order and more recent document, being the NPS-UD which provides greater guidance on the strategic need to provide long term supply for housing, should be afforded greater weight, specifically Policy 8.

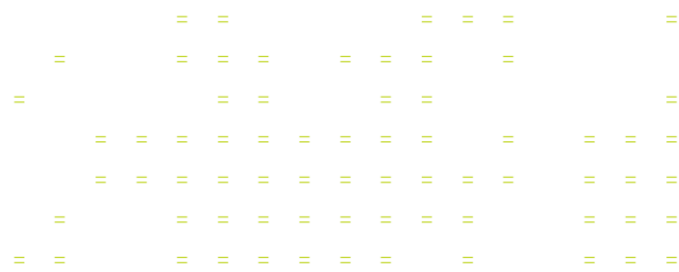
The Canterbury Land and Water Regional Plan (LWRP) was made operative 1 June 2018. The purpose of the LWRP is to identify the resource management outcomes or goals (objectives in this Plan) for managing land and water resources in Canterbury to achieve the purpose of the Resource Management Act 1991 (RMA). It identifies the policies and rules needed to achieve the objectives and provides direction in terms of the processing of resource consent applications. Although this application is not for a resource consent the objectives are applicable when considering the proposed plan change. Appendix 15 provides an assessment of the LWRP of direct relevance to the proposed Plan Change.

While the proposed change of zoning does not trigger any requirements under the LWRP it is noted any future subdivision of the application site for residential purposes will. Future development of the application site will either require connection to a reticulated wastewater system or a discharge consent for on-site wastewater disposal under this plan and consent for stormwater discharge to ground, if required.

The Mahaanui Iwi Management Plan (IMP) 2013 was released on 1 March 2013. It was prepared by the six Papatipu Rūnaka of the takiwā that extends from the from the Hurunui River in the north, to the Hakatere/Ashburton River in the south, inland to Kā Tiritiri o Te Moana (the Southern Alps) and including Te Pātaka o Rākaihautū (Banks Peninsula), and the coast. These parties are:

- Ngāi Tūāhuriri Rūnanga
- Te Hapū o Ngāti Wheke (Rāpaki) Rūnanga
- Te Rūnanga o Koukourārata
- Ōnuku Rūnanga
- Wairewa Rūnanga
- Te Taumutu Rūnanga

The IMP is a tool for tangata whenua to express their identity as manawhenua and their objectives as kaitiaki, to protect their taonga and resources, and their relationships with these. The IMP seeks to ensure that these taonga and resources are recognised and protected in the decision-making of agencies with statutory responsibilities to tangata whenua. Importantly it will also be a tool that will assist Papatipu Rūnanga representatives to articulate their values, issues and policy into statutory processes.



The application site is within the Te Waihora area of Map 1 of the IMP – Ngā Pākihi Whakatekateka o Waitaha and Te Pātaka o Rākauhautū – the takiwā covered by the Mahaanui IMP 2013. Within the context of the IMP the following issues are considered of relevance to the proposed plan change:

- Subdivision and development
- Stormwater
- Earthworks
- Silent files
- Te Waihora

An assessment of these matters is provided in Appendix 16 of this application and concludes the proposed plan change is generally consistent with the relevant objectives and policies of the IMP.

7.5 District Policy and Plans

Operative Selwyn District Plan (OSDP)

The OSDP recognises there is an identified demand for residential sections in rural locations, particularly within the commuter belt of the district, in proximity to Christchurch. The District Plan also recognizes there has also been an increase in the use of 4 ha rural allotments provided for under the Rural (Inner Plains) Zone for rural residential lifestyle living rather than rural purposes. A full assessment of the proposal against the current relevant objectives and policies of the OSDP is provided in Appendix 17.

The proposed plan change seeks to insert a new zone and accompanying objectives and policies into the OSDP and is considered to be generally consistent with these existing provisions, as relevant. There are some identified inconsistencies with the OSDP, due to the location of the application site outside of any current strategic planning documents but taken overall it is not considered contrary.

Proposed Selwyn District Plan (PSDP)

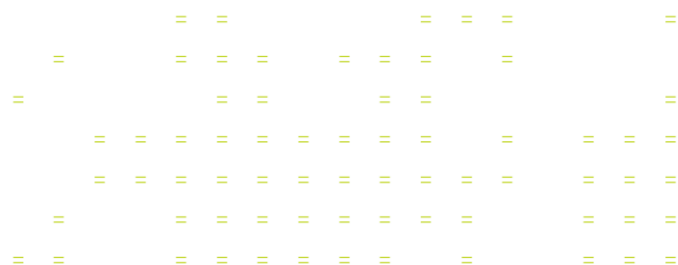
The PSDP was publicly notified October 2020 and a summary of submissions was notified April 2021, with the further submission consultation closed as of 7 May 2021. All land use and subdivision activities will be considered under both the Operative and Proposed District Plans until the Proposed District Plan becomes operative. This is expected to take around two years, i.e., until the end of 2022, subject to any Environment Court appeals. An assessment of the proposal against the relevant objectives and policies of the PSDP is provided in Appendix 18. There are similar inconsistencies with the PSDP due to the location of the application site and it not being recognized by any higher order documents but overall, it is not considered contrary.

2031: District Development Strategy

The Selwyn 2031 District Development Strategy (Selwyn 2031) was adopted by the Selwyn District Council on 4 November 2014. The purpose of Selwyn 2031 is to provide an overarching strategic framework for achieving sustainable growth across the district to 2031(now only a decade away).

Key actions identified in Selwyn 2031 relevant to the proposed plan change include:

- Retain the district’s sense of rural identity by adopting a consolidated approach to urban growth;
- Reinforce and enhance the character of each township by requiring outline development plans and the use of good urban design principles within new development areas;



- Provision of a range of housing types to meet the diverse range of social, cultural and economic needs of the community; and
- Achieve safe, functional and attractive living and business environments by requiring new development to occur in accordance with outline development plans, design guidelines and to give effect to higher level strategic planning documents.

The population projections on which Selwyn 2031 is based, indicate up to 80% of the urban population growth will occur within the metropolitan greater Christchurch area, comprising Rolleston, Lincoln, Prebbleton and West Melton townships²¹. Consolidating urban growth in and around existing townships, rather than creating new or isolated settlements, is an important strategic direction of the Selwyn 2031.

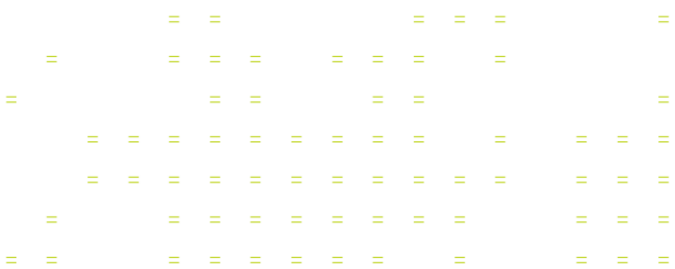
There are also a number of isolated pockets of rural-residential development (identified as Existing Development Areas in the District Plan) and clusters of small titles throughout the rural area. Whilst the Council recognises the presence of this historical zoning and smaller rural titles of at least 4 hectares, it does not wish to see this dispersed settlement pattern being duplicated or expanded in the future. Rather, it is envisaged that all new urban development will occur in or adjacent to existing townships. A consolidated growth pattern will promote the efficient and effective provision of both service and social infrastructure and maintain an urban/rural contrast to protect the interests of both urban and rural communities. It is considered the application site promotes a consolidated approach to urban expansion being located adjoining the existing township to the north and the new recreation reserve to the east, which is consistent with the infrastructure goals of Selwyn 2021. In addition, an Outline Development Plan has been proposed and a supportive urban design assessment provided. The plan change will respond to demand and enable a range of allotment sizes adding to the diversity of housing choices in Prebbleton. It is considered the proposed plan change is consistent with the intent of Selwyn 2031.

Prebbleton Structure Plan 2010

The Prebbleton Structure Plan (PSP) was adopted by Council on the 24th of February 2010 and provides a framework for guiding development over the next 30 years to achieve a high level of town planning and urban design. As has previously been discussed in this application, the areas identified for future growth in the Prebbleton Structure Plan are for the most part fully developed and new areas of expansion, since the plan was adopted, have not been included. Notwithstanding this the intent of the PSP was to provide guidance on the preparation of Outline Development Plans and while it is considered the maps associated with the Prebbleton Structure Plan are out of date the direction provided by this document is relevant to the consideration of the plan change. The PSP identifies large sections and high-quality housing as contributing to the character. It also recognizes higher density development is to be incorporated in development areas on the outskirts of town and that in these locations higher density should not be located along existing road frontages, adjacent to existing houses or on the rural edge. This has been provided for in the text of the Outline Development Plan.

The population estimates identified in the PSP are lower than current projections due to the PSP being 10 + years out of date. Current long-term projections indicate a population increase of 2,661 persons (to a total of 6,486 persons) and 1,178 households (total households of 2,595) out to 2048. Although the PSP seeks less growth to be directed to Prebbleton in order to maintain district identity from Christchurch, it is considered if development takes place away from the boundary with the city the distinct identity of Prebbleton can be maintained. Given the current and anticipated demand for housing in Prebbleton it is considered the development of the application site offers a viable expansion option for the township.

²¹ https://www.selwyn.govt.nz/_data/assets/pdf_file/0008/147977/Selwyn-2031-Finalr.pdf; Accessed 24/02/2021.



7.6 Conclusion

The application site is not currently identified by the Prebbleton Structure Plan, Selwyn 2031 or Canterbury Regional Policy Statement (CRPS) as part of the township and therefore there is an inconsistency between the proposed plan change and operative policy documents. This is primarily due to the application site being outside of the current urban boundaries of the Prebbleton Township, which have not been revised to reflect current growth, or the location of the new Council reserve. Generally though, the proposed location, increased residential density with supporting neighbourhood scale commercial use is consistent with the guidance provided by the current policy and planning framework applicable.

8 Section 32 Assessment

Any change to a plan needs to be evaluated in accordance with section 32 of the Resource Management Act. Section 32 states:

32 Requirements for preparing and publishing evaluation reports

- (1) An evaluation required under this Act must—
 - (a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and
 - (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
 - (i) identifying other reasonably practicable options for achieving the objectives; and
 - (ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
 - (iii) summarising the reasons for deciding on the provisions; and
 - (c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.
- (2) An assessment under subsection (1)(b)(ii) must—
 - (a) identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—
 - (i) economic growth that are anticipated to be provided or reduced; and
 - (ii) employment that are anticipated to be provided or reduced; and
 - (b) if practicable, quantify the benefits and costs referred to in paragraph (a); and
 - (c) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.
- (3) If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to—
 - (a) the provisions and objectives of the amending proposal; and
 - (b) the objectives of the existing proposal to the extent that those objectives—
 - (i) are relevant to the objectives of the amending proposal; and
 - (ii) would remain if the amending proposal were to take effect.

Objectives of the Proposed Plan Change

The objective of the proposed Plan Change is to rezone the application site from Inner Plains to Living MD Prebbleton and Business 1 in a manner consistent with the proposed Outline Development Plan and generally consistent with the existing provisions of the OSDP.

Implementation of the proposed plan change will enable:

- future subdivision of the application site at urban densities and supporting neighbourhood scale commercial activities.
- additional housing supply to meet the anticipated demand for Selwyn, with added supply potentially assisting the affordability of housing in the District of Selwyn.

to accommodate increased population in the township of Prebbleton, to in turn support existing and future commercial use, use of community reserves and enable long term self-sufficiency.



Identification of Options

In determining the most appropriate means to respond to the issues identified, options were developed to explore the best means to address the issues outlined above and achieve the sustainable management purpose of the Act:

Option 1: Status Quo/Do Nothing

Do not rezone the application site, retain the Inner Plains zoning.

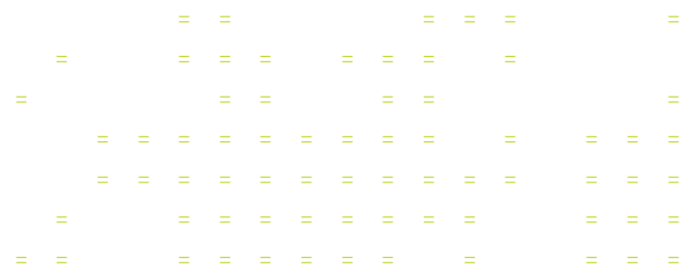
Option 2: Rezone to Living MD Prebbleton and Business 1 (preferred option)

Rezone the application site to Living MD Prebbleton (a new zone) and Business 1, a zone which currently exists both in the Selwyn District Plan and the Prebbleton Township.

Option 3: Resource Consent

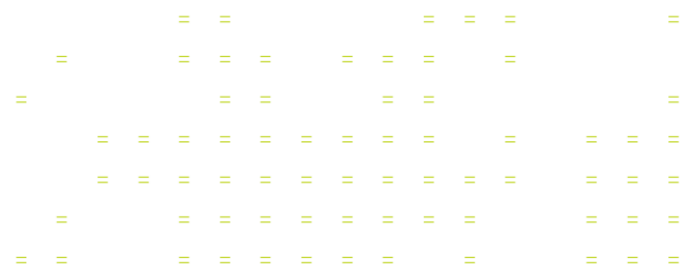
Consenting of the proposed use of the application site on a property-by-property basis (ad hoc) through required subdivision and land use consents to enable higher density residential use and neighbourhood commercial use.

	Option 1: Status Quo (do nothing)	Option 2: Rezone to Living MD Prebbleton and Business 1	Option 3: Resource Consent
Cost	Costs associated with the completion of approved subdivision (RC185395) for the creation of two additional allotments within the application site and two additional dwellings.	Costs (time and money) of the plan change for the applicant.	Costs (time and money) of the consent application for applicant.
Benefit	The application site remains available for small scale rural productive use.	Allows future subdivision for residential use at a greater density than currently established. Allows for neighbourhood scale commercial use to support the residential use. Makes use of existing multimodal transport infrastructure and connects the new reserve to the township which it serves Future subdivision of the site will enable more households to be accommodated within Prebbleton township, increasing the opportunities and or demand for businesses and or commercial services within the township, contributing to the self-sufficiency of the township. Can assist is cost sharing of extension of infrastructure to serve Birchs Road Reserve	No plan change required
Efficiency/ Effectiveness	The Inner Plains Zone is neither a particular efficient rural zone, in terms of productive capability, nor as a residential zone, tending to accommodate large dwellings and little else.	Rezoning the application site to allow higher residential density will allow long term housing capacity to be provided in a location serve by multimodal transport connections, a new reserve and neighbourhood scale commercial use. Effective infrastructure servicing.	Low efficiency as subdivision of the site into allotments less than the zone minimum and establishment of commercial use in a rural zone would be contrary to the Plan and set a precedence.
Risk	Given the current demand in Prebbleton and the lack of available land without future development areas being identified the town could stagnate.	Allowing rezoning of the application site South of Hamptons Road could result in further expansion of the township to the south in ribbon development	Consents not approved. Land remains in use for low productivity rural residential activities



Conclusion

In conclusion it is considered the proposed plan change for rezoning of the application site is the most efficient and effective way to achieve the objectives identified and the purpose of the Act overall.



9 Consultation

Clause 1(h) of the Fourth Schedule the Act requires persons affected by the proposal to be identified, along with the “consultation undertaken, if any and any response to the views of any person consulted”.

It is noted Clause 1AA of the Fourth Schedule states:

To avoid doubt, clause 1(h) obliges an applicant to report as to the persons identified as being affected by the proposal, but does not

a) Oblige the applicant to consult with any person; or

b) Create any ground for expecting that the applicant will consult with any person

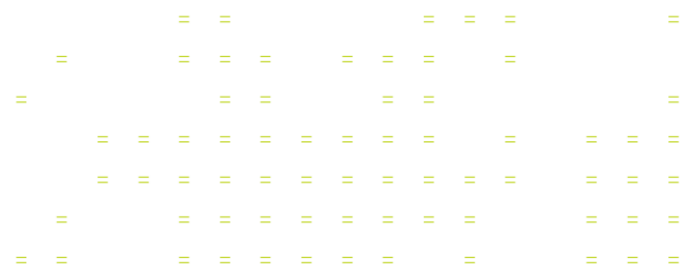
Clause 25 of Part 2 of the First Schedule of the Act requires that should the Council agree to accept the plan change request, the proposal must be publicly notified for submissions. Public notification is a form of consultation and it is important to recognise a greater number of persons may be notified than may have been involved in the initial consultation process.

Notwithstanding the requirement for public notification a pre-application meeting was held with Council prior to the preparation of this application. It was indicated by Council that due to the timing of the District Plan update a submission to the PSDP would also be required to support a plan change. A submission pre-empting the proposed change of zoning was submitted when the PSDP was publicly notified.

The applicant is the owner of 212A Birchs Road and the prospective purchaser of 144 Hamptons Road. The owners of 160, 176, 198, 212 and 214B Birchs Road have been consulted by the applicant and are aware of the process. The owner of 142 Birchs Road has indicated they are not interested in the plan change process. It is noted 142 Birchs Road is the smallest of the allotments comprising the application site and given its location on the corner of Hampton and Birchs Road it is logical to include this site in the plan change area – particularly as it does not comply with the density requirements of the current zoning (Inner Plains).

Comment on the proposed change of zoning has been received from Transpower and is included on Appendix 12. It is noted the area of the application site has been revised since the comments were received and the site on which the pylon and power lines are on is no longer included in the plan change area. Any future residential use on the application site will be outside of the areas identified by Transpower in which residential use is discouraged.

A copy of the plan change application has been submitted to Mahaanui Kurataiao Limited (MKT) concurrent with the submission to Council for their consideration. No specific feedback has been received and it is anticipated any further consultation will take place through the public notification submission process.



10 Conclusion

This application has demonstrated Prebbleton is currently experiencing high demand for residential properties and this demand is expected to continue long-term. There are currently no residential sections available in Prebbleton. The demand currently being experienced is beyond that anticipated by the current strategic growth framework and most of the previously identified areas for future expansion of the township have already been developed or are in process to be developed. In addition, Council has invested in a new reserve, Birchs Road Reserve, which is outside of the current township extent it is intended to serve.

This application seeks to rezone 36.58 ha of Inner Plains land to Living MD Prebbleton and Business 1. The application site is bounded by Hamptons Road (and the existing township); Birchs Road, rural and rural-residential use and the Birchs Road Reserve. The proposed ODP requires a minimum residential density of at least 15 households per hectare to be achieved with an anticipated yield of between 527 and 1,581 residential units. The maximum development enabled by the proposed Living MD Prebbleton zone - 852 allotments and 2,500+ residential units - is considered at this time to be fanciful. However as this is the scale of development potentially enabled by the proposed zoning, it is considered appropriate the Outline Development Plan and rules added to the OSDP include requirements, to ensure infrastructure such as roading, water supply and sewer, can be suitably upgraded at the time of subdivision, depending on the maximum number of residential units enabled through the creation of vacant allotments.

Investigations of the application site confirm it is suitable for the proposed use (residential and commercial). It is proposed to extend existing Council reticulated services from the Prebbleton township to serve the application site, upgraded where necessary.

The application site and the proposed plan change is generally consistent with the applicable planning framework and an ODP is proposed to ensure future subdivision of the application site is compatible with and integrated into the surrounding land uses, including multimodal transportation infrastructure. The application site is connected to the existing urban extent of the township on the northern boundary and to the future urban area of Birchs Road Reserve on the eastern boundary.

The proposed plan change will allow for more efficient use of land adjoining an urban reserve, activating this space and allowing it to be brought into the urban form of the township, rather than being isolated from the population which it serves. The proposed plan change will result in changes to the environment, primarily character/visual and loss of rural land. The current uses of the application site are more rural residential/lifestyle than productive uses due to the sizes of the allotments and the availability of water and therefore the site has greater capacity to absorb the proposed intensification of residential and supporting commercial use.

The rezoning is generally consistent with the Operative Selwyn District Plan objectives and policies. However, there are inconsistencies with the Proposed Selwyn District Plan due to the Canterbury Regional Policy Statement and Prebbleton Structure Plan having not been updated to reflect existing uptake of land previously identified for future residential use and the expansion of the infrastructure boundary.

As this is a privately initiated Plan Change, there are no additional costs to Council, other than those associated with the processing which for the most part are covered by the applicant. No major capital works have been identified which would have financial implications for Council in the future.

The proposed rezoning is consistent with Part II of the RMA and is an appropriate, efficient and effective means of achieving the purpose of the act to promote sustainable management of natural and physical resources.